



PAST, PRESENT, AND FUTURE

THE MONTANA HISTORIC PRESERVATION PLAN, 2023 – 2027

It has been said that, at its best, preservation engages the past in a conversation with the present over a mutual concern for the future.

- William J. Murtagh, *Keeping Time*, 1988

Cover Photo: Sunset City, Jade Snell, Copyright 2021.

The Rocky Mountain Tribal Leaders Council and the Pretty Shield Foundation put up this internally lit tipi on Sacrifice Cliff, Lockwood, MT as part of a January 2021 national “moment of unity and remembrance” to lives lost to COVID-19.

Photographer Jade Snell generously donated the use of his photo for this plan.
See more at: jadesnellphotography.com

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A Letter from Montana's State Historic Preservation Officer

In revising the state preservation plan, Montana State Historic Preservation Office staff reviewed plans going back to the first one in 1970. In 50 years, Montana preservation has grown beyond a few flagship buildings and state parks to include historic airway beacons; archaeological districts; and Modernist buildings not yet built at the time of that first plan. Preservation has always responded to what history delivers, contemporary influences, and new subjects preservationists choose to pursue. Change is even evident since we published the 2018-2022 state plan.

Input on which this revised plan is based identifies perennial topics such as a lack of funds for projects and programs, and Montana's urban growth and rural decline. Other comments identify emerging issues like exploring underrepresented chapters in Montana's history; and confronting the future of our land-based culture and human-scale communities amid drought, fires, floods, and pandemic-driven development. Montana's Euro-American story and tangible legacy are well chronicled, but the historic non-indigenous minority experience is less known. A more complete Montana history would also tell the stories of Chinese miners; Japanese railroad crews; *betabeleros* sugar beet workers; and Black business owners.

The plan also encourages collaboration between non-native and native populations. Members of Tribal Nations are the first human inhabitants of the place we call Montana. The beautiful and habitable landscape that makes Montana the Last Best Place, has been native people's home for thousands of years. Native populations shaped their environment and pursued the land's resources to thrive for over 10,000 years, representing volumes of history that did not end with the establishment of reservations.

Preservation has always been about more than aesthetics and history. In a future that will prioritize less consumption in all human activity, preservationists must champion the movement's sustainability attributes. Persuasive talking points about saving a building must include the resources and energy embodied in a building's Montana-made wood, brick, and stone elements—products of a more locally resourceful time. Just as Montana celebrates the culture and economy of our wheat, beef, and barley, we must also recognize our historic buildings as examples of Montana cultivating its natural resources to build an enduring culture.

Preservation is the art of compromise between new and historic. In pursuing preservation, we must be open to new historically sensitive treatments that introduce efficiency and resilience in a future where changing economics and building codes will demand it. Intractability on this will work against places worth saving.

To address the plan's issues, we preservationists must establish our rightful place in a national dialogue, whether it is in a conversation with a neighbor, in a letter to the editor, social media, or with policy makers. We must present ourselves and preservation as relevant to meaningful progress. SHPO staff and I hope this plan informs and inspires both self-identified and newly minted preservationists to save the places that define Montana and our shared Montana way of life.



Pete Brown,
State Historic Preservation Officer
Montana State Historic Preservation Office
Montana Historical Society

SUMMARY

- Historic preservation is about keeping our important historic places. Preservation benefits Montana – culturally, educationally, functionally, economically, and environmentally. The Montana State Historic Preservation Office (SHPO) invites the public to join us in revisiting the State Preservation Plan every five years. In doing so, we identify the issues Montana’s preservation movement faces and establish goals and objectives we can all adopt to address those issues.
- *Past, Present, and Future: The Montana Historic Preservation Plan 2023-2027*, is a continuation and update of previous state plans. It is based on stakeholder input including the general public, preservation professionals, government officials, representatives of native nations, organizations, and educators.
- Montana has a variety of historic properties representing different themes, spanning thousands of years, from the Clovis Culture to America’s post-World War II economic expansion and Cold War era. These themes are seen in over 62,000 historic and precontact sites, buildings, structures, and districts identified and recorded in the state. Approximately 6.0% of Montana (6.3 million acres) has been inventoried for historic properties as of 2022.
- As a state where state and Federal governments own 34.86% of the land, staff from government agencies comprise much of Montana’s cultural resources professionals (archaeologists, historians, etc.). These agencies operate under the National Historic Preservation Act and the Montana State Antiquities Act. Much of what we know of Montana’s place-based history is from agencies carrying out their mandate under these regulations.
- While Montanans continue to preserve their important historic places, a significant number of these properties are at risk due to concentrated population spikes in some communities resulting in urban development and suburban sprawl. Some rural communities see population loss, which results in abandonment and undercapitalization of historic properties. Natural resource development, wildfires, floods, and drought affect the physical makeup of the cultural landscapes that host many of Montana’s historic and precontact sites. Many such landscapes are sacred and intrinsic to the culture of indigenous people.
- Recurring and emerging issues face Montana preservation. These reflect national, state, and local trends and perspectives. Feedback from 570 responses to a preservation questionnaire and a series of 22 Montana preservation stakeholder interviews identify some issues seen in earlier surveys:
 - A lack of funds for preservation projects and program infrastructure
 - Need for greater awareness, appreciation, and understanding of preservation’s benefits
 - Need to continue surveying historic and precontact properties across Montana’s vast landmass
 - Evaluation of Montana’s historic properties for their historic significance; and
 - Urban growth and rural decline as a threat to historic properties.

Two emerging issues the questionnaire and stakeholder interviews raise are:

- A need to make preservation more representative of Montana’s varied demographics and communities across the state. Age diversity is also essential to perpetuate preservation values; and
- A need to plan for natural disasters that would impact historic properties, promote the environmental benefits of reusing buildings, and keeping historic agricultural and natural landscapes open.

In consideration of Montanans’ feedback to SHPO, a new vision for historic preservation in our state is that

We engage with each other as Montanans to protect our historic places. Together, we promote and support ongoing preservation of our historic and cultural properties.

To achieve the vision, SHPO assembled these goals that reflect public input to guide Montana’s preservation efforts over the next five years:

- I. *ADVOCATE: Seek and secure support of preservation through funding, and incentives;*
- II. *EDUCATE: Build a foundation for historic preservation through knowledge, information, and training;*
- III. *EMPOWER: Give community and property owners more reasons and means by which to preserve their historic properties*
- IV. *DIVERSIFY: Exceed preservation’s demographic reach in age, race, geography, professional and avocational interests.*
- V. *LOCATE: Identify, document, and evaluate Montana’s heritage properties; and*
- VI. *INTEGRATE: Instill consideration of historic and archaeological properties to natural disaster mitigation, response, and recovery*

Each of these broad goals is detailed later in this plan under *Montana Preservation Goals, Objectives, and Strategic Activities, 2023-2027.*

SHPO’s role in taking on the objectives through its core programs is codified in the [National Historic Preservation Act, 54 U.S.C. § 302303](#) and in the [Montana Code Annotated § 22-3-423](#). [SHPO’s annual report](#) to the National Park Service and the public chronicles and quantifies SHPO’s performance under the plan.



The Ekalaka Town Hall and Library project reinvented an unused commercial building with technical consulting from SHPO.



INTRODUCTION

WHAT IS PRESERVATION?

Preservation encompasses more than the historic places we endeavor to save. The work of preservation includes people such as those in agencies, vital organizations, and in the interested public. It also benefits from intangible things like the National Historic Preservation Act, which establishes the National Register of Historic Places, Federal Rehabilitation Tax Credits, and Section 106 review process that encourages appropriate treatment of historic properties. At the state level it includes the State Antiquities Act governing treatment of state-owned property.

These people and things come together to bring preservation to life. Whether it is researching a place's history and documenting its condition; writing and managing grants; investing hands-on sweat equity through maintenance; or advocating for heritage places worth preserving, action is what it takes to keep our valued historic places.

Historic preservation's meaning and relevance in mainstream America has changed over time. One of America's first examples of historic preservation was in 1813 when Philadelphia citizens spoke out against demolition and redevelopment plans for the Old Statehouse, better known as Independence Hall. In 1858, the Mount Vernon Ladies Association formed to purchase, manage, and protect the first American president's house. This earliest phase of preservation – saving individual buildings and creating house museums – has a strong tradition that continues today. But because the scope of historic preservation has matured into a broader movement, it involves and directly benefits more people than it did when preservationists focused primarily on landmarks that may inspire Americans but have less relevance with everyday lives, the broader economy and our shared culture.



Montana Fish, Wildlife, and Parks owns and is preserving Chief Plenty Coups' House in Big Horn County using Save America's Treasures funding from the National Park Service.

Preservation has become more sophisticated and widely embraced since the post-World War II era, partly because of the architectural losses many communities witnessed under the nascent interstate highway system's construction, and the federal government's Urban Renewal program. These eviscerated and divided historic neighborhoods and downtowns with demolitions and introduction of high-speed transportation corridors. Across America, the noise, filth, and physical barriers of the new highways negatively impacted the people and places they bypassed. Whatever remaining historic properties federal money did not directly impact, suburb-directed private investment often did indirectly. The widespread sense that many Americans had lost places of historic connection resulted in Congress passing the National Historic Preservation Act (NHPA) of 1966. The NHPA is significant because it was the federal government imposing a check on itself. The NHPA's programs also made the federal government the nationwide leader in preservation.

Under Section 106 of the NHPA, federal agencies are required to consider historic properties during project

planning, although the NHPA does not automatically block federal undertakings that adversely affect historic places. The decision on how to proceed lies with the agency. Section 106 does not dictate what private property owners can do with their own funds and property, however, the NHPA's promotion of preservation, grants and tax incentives make preservation a more likely outcome.

The National Register of Historic Places program has raised preservation's profile by recognizing not only those places with national significance, but those important at the local and state level. The National Register is an honor role of historically significant places worthy of preservation. Property owners can nominate their property as historically significant for multiple criteria: an association with historic events, people, for its architectural or engineering merit, and/or for its ability to answer research questions about a place and its people for which there is no other comprehensive written record. Properties eligible for the National Register need not be the most historically monumental. They must only meet one or more criteria and retain sufficient integrity of location, setting, design, materials, workmanship, feeling, and association.

Beyond the National Register's commemorative function are incentive and regulatory aspects. National Register listed, income-producing properties in need of substantial rehabilitation are eligible for Federal Rehabilitation Tax Credits. Federal agencies measure their historic properties' significance using National Register criteria to determine if those properties are eligible for National Register and therefore subject to review under Section 106 of the NHPA.

The NHPA established State and Tribal Historic Preservation Offices (SHPO) (THPO) to help federal agencies fulfill their mandate under the NHPA to consider agency actions that would affect historic properties. Each state's SHPO and each tribal nation's THPO is the repository for documented cultural resources, the source of technical preservation assistance, and at times, also serves as a pass-through for preservation funding to better manage historic properties.

Under the NHPA, the National Park Service provides funding to SHPOs and THPOs; publishes guidelines and standards for the appropriate documentation and treatment of historic properties; and administers the National Register program nationally. The national Advisory Council on Historic Preservation (advisors to the President) function as a third-party arbitrator in resolving disagreements and establishing legal agreements between federal agencies and SHPOs/THPOs. Any consulting party can request the Advisory Council's guidance on NHPA regulations.

In 1980, Congress amended the NHPA to provide funds for local preservation through the Certified Local Government (CLG) program. Since then, other preservation strides have included the National Main Street program (1980), National Heritage Areas (1984), the Intermodal Surface Transportation Efficiency Act (1991), National Scenic Highways and Byways Program (1992), Tribal Historic Preservation Officer program (1992), Save America's Treasures brick-and-mortar funding program (1999), the Preserve America community designation and funding program (2003), Underrepresented Communities Grant (2017), and the Paul Bruhn Historic Revitalization Subgrant Program (2018), among others.

At the state level, Montana's legislature passed the State Antiquities Act in 1973, which has evolved in 50 years from a law against vandalism of historic sites and pot hunting to an act requiring state agencies to consult with SHPO in the stewardship of state-owned historic properties. The legislature established the SHPO program as we know it today, with specialized staff, as a program of the Montana Historical Society in 1980. The legislature has shown its commitment to preservation as an economic development tool by creating the

State Historic Preservation Tax Credit program in 1997 to augment the Federal Rehabilitation Tax Credit; by establishing the Montana Main Street Program in 2005; and by establishing the Montana Department of Commerce Historic Preservation Grant Program in 2019. The grant program awards grants every other year and awarded over \$5 million to preservation projects in 23 Montana communities in its inaugural year, 2021.

A sampling of state and national preservation frameworks at work in preservation-oriented programs, and organizations throughout Montana includes:

- State Historic Preservation Office of the Montana Historical Society (SHPO);
- Preserve Montana (formerly the Montana Preservation Alliance, Montana’s statewide non-profit);
- Montana’s 16 Certified Local Government (CLG) program that establishes local historic preservation offices;
- Cultural resources specialists at the Montana Department of Transportation; Montana Department of Natural Resources and Conservation; and Montana Fish, Wildlife, and Parks;
- *Historic Montana*, the Montana Historical Society’s National Register sign computer application;
- National Trust for Historic Preservation’s list of endangered schoolhouses in Montana;
- USDA Forest Service Historic Preservation Team (administrative and rental cabin rehabilitation);
- Montana History Foundation (donations and grants);
- Montana Main Street program (Department of Commerce); and
- Montana Department of Commerce’s Historic Preservation Grant.

WHY PRESERVE?

Why extend the life of anything significant? The reasons exist on a continuum. At one end is pragmatism, stewarding places because they serve a need. At the opposite end is our intangible respect for something that was left to us, *for us* by earlier generations. Many places occupy both ends of the continuum. A landscape can be where people harvest, hunt, and have spiritual connections. In architectural terms, many of Montana’s historic shops, offices, and homes are built with stout materials for the ages; with classical details exhibiting the self-memorializing town founders’ aspirational view of themselves and their community. Preservation renews these dwelling places as symbols of civic aspirations towards greatness through architecture.



Paradise School is being redeveloped as a community arts center.

A visit to any of Montana’s residential or commercial National Register districts exhibit the positive quality-of-life attributes of our historic cities and towns. Preservation enhances economic development opportunities through preservation tax incentives and grants. Ironically, thriving urban and residential centers can generate development pressure at the historic community’s expense. Unmitigated sprawl impacts historic rural landscapes. Those who occupy rural landscapes on the perimeter of growing communities can find it more difficult to maintain their land-dependent agrarian or native cultures.

Yet in its vastness, Montana retains significant open space. From an academic standpoint, the mountains and prairies give historians and archaeologists research opportunities through tangible links to earlier generations of people over the entire range of human existence in this area.

Lest anyone believe that preservationists wish only to establish house museums and untouched open spaces, the movement's history shows that preservation's successes come from historic places contributing pragmatically and economically, not just culturally and aesthetically. Most historic places must function in the everyday, not only to justify their existence, but so the public can experience them and reach the same conclusions about places' importance as committed preservationists do. Historic places can adapt to serve communities in new ways without loss of fundamental historic fabric and character. Historic bridges and abandoned railroad corridors have found new life under the Rails-to-Trails program. The USDA Forest Service historic cabin rental program successfully meets both demands for public use and the need to sustain maintenance costs for these significant structures. Federal and state rehabilitation tax credit projects include the conversion of a Billings meat packing plant into apartments, a Great Falls livery stable into a restaurant, and Helena army officers' residences into housing for veterans at risk of homelessness. Preservation is about the past, but it is equally about compatibility with contemporary times and the future.

Communities should be shaped by choice, not chance . . . The historic preservationist advocates the retention of places that unify and give meaning to a community.

- Constance E. Beaumont, *Smart States, Better Communities*, 1996



SHPO funding supported a feasibility study to redevelop the Miles City Depot.

ECONOMICS OF PRESERVATION IN A STATE WHERE EVERY DOLLAR MATTERS

Programs like the federal and state rehabilitation tax credit programs, local option property tax abatement program, and grants including Commerce's Historic Preservation Grant can level the playing field for those willing to preserve buildings.

The Commerce Historic Preservation Grant is particularly meaningful in that state legislators recognize preservation's role in the state's economy. In its inaugural year, 2021, Commerce awarded 26 grantees in 23 communities, a combined \$5 million for preservation projects. The program draws from Montana's accommodations tax, which all but formalizes preservationists' long-touted connection to Montana tourism and economic development in sometimes undercapitalized, mostly rural communities.

Beyond brick-and-mortar repairs, preservation projects support Montana's economy by:

- ✓ Supporting locally owned businesses that frequently occupy historic commercial districts;
- ✓ Creating more jobs dollar-for-dollar than new construction. Rehabilitating existing building fabric is more labor intensive than material intensive new construction. A 2011 study sponsored by the Advisory Council on Historic Preservation shows that a million-dollar preservation project creates three more construction jobs than a million-dollar new construction project;
- ✓ Preservation creates new jobs during construction and later in new businesses, and tourism activities;
- ✓ Well maintained historic buildings often reflect an image of high-quality goods and services, small-town intimacy, reliability, stability, and personal attention. These qualities stimulate commerce, increase incomes, and local sales tax revenue;
- ✓ Historic buildings create the sense of place and community that equate to a high quality of life;
- ✓ Rehabilitation is environmentally responsible; it conserves more than it consumes or disposes of and requires far less energy than demolition and new construction;
- ✓ Preservation returns white elephant buildings to the tax rolls and raises property tax revenues.
- ✓ Tax dollars are further saved through reuse of buildings served by in-place public utilities, transportation, and other public services; and
- ✓ Historic rehabilitated properties have prestige value and can command higher rental and sales prices.

Tourism, a top driver in the state's economy, includes heritage tourism. Montana Office of Tourism's 2019 Big Sky Summer Market Visitor Study ranks Montana's small-town charm among the top 5 reasons why people chose to visit. Forty-nine (49) percent of those surveyed said they'd return to Montana to experience the charm of its small towns. Eighty-two (82) percent of tourists expressed an interest in exploring sites and experiences related to Native American culture and history.



A Montana Department of Commerce Historic Preservation Grant enabled Preservation Cascade to complete its 20-year rehabilitation of Great Falls' 10th Street Bridge.

Historic buildings, archaeological sites, landscapes, and other places are economic wellsprings of Montana. By caring for them Montana cares for its people's prosperity.

THE MONTANA HISTORIC PRESERVATION PLAN

The National Historic Preservation Act of 1966 calls upon each State Historic Preservation Office (SHPO) to prepare and implement a statewide historic preservation plan. This plan is to be an important tool in prioritizing the investment of human and financial resources in preservation activities. While providing a framework for priorities and activities of the SHPO, the stat plan (Plan) is not to be simply a SHPO management plan. Rather it is for Montana, prepared by SHPO, written in a way that all sectors of preservation can adopt and implement its goals and objectives. The Plan is a resource to guide decision-making, coordinate statewide preservation activities, and to communicate preservation policy, goals, and values to stakeholders statewide.

As stipulated in the Department of the Interior’s guidelines, Montana’s Historic Preservation Plan is a concise, summary document, containing the following sections:

- ✓ A summary of how the Plan was developed or revised, including sources of information and ideas.
- ✓ A summary assessment of the full range of historic and cultural resources in Montana and the current state of knowledge about these resources.
- ✓ An outline and discussion of important issues which must be addressed in preserving these resources.
- ✓ A vision, articulated as goals and objectives, for historic preservation in Montana as a whole and for use as direction in the Montana State Historic Preservation Office.
- ✓ A statement of the Plan's time frame or planning cycle; and
- ✓ A bibliography of special studies and other supporting documents which were used in preparing the Plan and will assist in its implementation.

DEVELOPMENT OF PAST, PRESENT, AND FUTURE, THE 2023-2027 PLAN

In this revision of Montana’s historic preservation plan, SHPO recognizes that preservation has gained new ground and faces new challenges. Stakeholder input recognizes preservation’s successes in Montana but offers new issues for consideration, and recommends revision of the vision statement.

A VISION FOR HISTORIC PRESERVATION IN MONTANA

We engage with each other as Montanans to protect our historic places. Together, we promote and support ongoing preservation of our historic and cultural properties.

In updating this plan, SHPO and the State Historic Preservation Review Board (Board) looked comprehensively at preservation in Montana. The plan identifies major historical themes and their associated resources; and describes the landscape of historic preservation programs in the state, highlighting recent successes that set a standard and are models for others. For participation and input into the planning process, SHPO and the Board looked statewide to identify issues, challenges, and directions for preservation in the next five years.

SHPO’s preservation questionnaire garnered 570 responses from 48 counties, 12 states, and 6 unidentified locales reflecting a mix of the general public, history buffs, and preservation professionals. SHPO staff sought highly detailed feedback with one-on-one interviews with twenty-two (22) preservation stakeholders from state and federal agencies, tribal nations, non-profits, academia, museums, and professional consultants. They told SHPO about their challenges and successes and recommended how preservationists could bring about preservation outcomes in Montana. These efforts informed SHPO staff writing this plan to identify the goals, objectives and priorities that can further Montana in reaching its vision for historic preservation.

MONTANA HISTORIC PRESERVATION AND HERITAGE PROPERTIES OVERVIEW AND ASSESSMENT

MONTANA HERITAGE THEMES AND ASSOCIATED RESOURCES

Dissecting the breadth of Montana's past into distinct subjects and the tangible properties that reflect them remains challenging, as contexts overlap and resources may represent many stories of our past. The following thematic overviews provide a baseline of information from which we can begin to document, interpret, and celebrate the state's cultural heritage. As with prior state preservation plans, these heritage themes and associated resource types include previously prepared contexts, many with revised text and additions. SHPO recognizes that these themes are not comprehensive, in the life of this document, we will recognize, research, and document additional contexts. The themes referenced here serve to briefly illustrate the range of properties in Montana and their historical significance.

THE LAND ~ Measuring 147,040 square miles, Montana is the fourth largest state in the Union, and boasts a diverse and dramatic landscape, shaped by eons of mountain building and erosion, and sculpted by glaciers, wind, and rivers. It hosts the headwaters for the Missouri and Columbia River drainages, and bears hard rock minerals, timber, grasslands, wildlife, as well as fossil fuels. For thousands of years, human residents and visitors have also impacted the physical environment. Though never densely populated, the state reflects both striking and subtle cultural environments associated with the history of human habitation and interaction with the landscape.

Associated resources. Montana boasts a variety of rural and urban cultural landscapes. Some are large scale resources, such as those associated with Native American sacred areas, including the Sweet Grass Hills in north-central Montana; mining landscapes, manifested in Butte and Anaconda; agricultural landscapes such as



Pioneer Park, Billings is a historic designed landscape.

the Tongue River Valley; designed landscapes in city parks and courthouse squares, and recreational landscapes associated with Glacier and Yellowstone National Parks. Others are more narrowly contained by natural landforms or historical association, or both, such as the Finnish Homesteads of the Korpivaara settlement, or the Morgan-Case Homestead in Granite County.

Remarkable population centers dot the region, from Missoula's bustling downtown and historic neighborhoods, to Thompson Falls' industrial and Main Street resources. They also include geological formations such as Deer Medicine Rocks National Historic Landmark, sacred sandstone formation in Eastern Montana that offers a wholly Native American historical interpretation of the Battle of the Little Big Horn.

FIRST PEOPLES ~ Archaeological evidence in the region indicates First Peoples have been in Montana for at least 12,000 years. Present scientific theories, constantly being revised with new evidence, place Montana directly in the path of one or more of the earliest migrations of humans into the New World from Eurasia. These earliest peoples, and those that followed, lived in Montana, sustained by its rich wildlife, plant life and mineral resources. As hunter gatherers, they followed the natural seasons and rhythms of life with shifting seasonal resource use and settlement patterns.

Based upon archaeology, social and behavioral changes were marked in centuries or even millennia with many cultural elements persisting over generations. These include the hunting of buffalo, gathering of wild plants, manufacturing of stone and bone implements, and moving within a familiar home territory. Unlike most regions of North America, domesticated agriculture did not replace hunting and gathering as a way of life for Montana's precontact inhabitants. But there are two sites in the state where at least experimental agriculture is indicated: the Nollmeyer and Hagen archaeological sites.

Various cultures existed across Montana in all environments over these millennia, eventually evolving into, and influencing, the Tribal Nations that existed here at the time of contact with Euro-Americans. Nor were the people here isolated. Trade routes moved goods, such as marine shell, obsidian, and copper, from coast to coast connecting First Peoples in Montana with Indigenous nations across the continent.

Associated resources. These include precontact archaeological sites (12,000 Before Present [B.P.] to 200 B.P.), including stone circles located across the State, but especially prevalent in the northern glaciated prairie-plains of the Hi-Line; campsites with assemblages of stone and bone tools; rock art (pictographs and petroglyphs) such as those at Pictograph Cave; buffalo jumps and other kill sites like the Madison Buffalo Jump south of Three Forks, Wahkpa Chu'gn in Havre and First Peoples State Park, a National Historic Landmark in Cascade County; rock cairns and alignments; travel corridors such as the Cokahlarishkit Trail; and chert and other stone quarries where stone tools were made. The Anzick Site in southwestern Montana dates to 11,500 B.P. and is the only known Clovis burial.



Rock art interpretation at Headwaters State Park, Gallatin County.

Genetic testing of the Clovis Child proved what Native Americans have always said, that they have been a part of this land for thousands of years. With 6.7% of our land area surveyed there are more than 30,000 recorded archaeological sites. Numerous sites have also been recognized as having traditional cultural significance to Native Peoples such as The Badger Two Medicine Traditional Cultural Property (TCP) District.

WESTERN AMERICAN EXPANSION ~ While non-Indian settlement and trade on both coasts impacted tribal nations throughout the continent for centuries, the Louisiana Purchase in 1803 accelerated the United States' expansionist policy in the American West. This policy, reflected in the Lewis and Clark Corps of Discovery expedition between 1804-1806, resulted in the ultimate clash with Native cultures that irrevocably changed the way in which people lived and interacted with Montana's landscape.

A series of Euro-American expeditions surveyed the people, resources, and travel routes in the "new" land.

Steamboat travel, the fur trade, missionaries like Pierre-Jean DeSmet, and the earliest ranching and gold mining discoveries characterize this period of Montana history.

Associated resources. Resources, some known and some yet discovered and documented, include sites and portages along the routes of various expeditions beginning with the Corps of Discovery, and continuing with fur traders David Thompson and Manuel Lisa, through the mid-nineteenth century with Ferdinand Hayden's forays into the Territory, and John Mullan's military road across the Rockies. From the south, the first land-based inroads to the territory were connections made to and from the Oregon Trail, and often took advantage of existing Indian trails.

Western American Expansion resources also include those associated with historic archaeological sites of fur trapping and trading activity such as Fort McKenzie, Fort Connah, Fort Manuel Lisa, Salish House, and early Fort Benton; Jesuit missions like St. Mary's and St. Ignatius; early cattle operations such as Grant-Kohrs Ranch in Deer Lodge; and the first reported gold discovery made at Gold Creek.

MONTANA TERRITORY ~ Following 60 years of Euro-American exploration and immigration, Congress declared Montana a United States territory on May 26, 1864. The majority of the non-Indian settlement in Montana at this time occurred in the southwestern part of the state, precipitated by discoveries of great mineral wealth - first gold, then silver and copper - in the region. The First Territorial Legislature established nine counties, including four in the southwest. Montanans built their first schools in 1863 in Bannack and Virginia City, towns that also served as the Territory's first and second capitals, respectively. In 1878, eleven years prior to Montana's statehood, the Montana Collegiate Institute opened in Deer Lodge.

Helena and Butte/Anaconda rose as major mining communities and rivals into the 1880s. Mining magnates William A. Clark and Marcus Daly dominated politics leading up to statehood in 1889. Steamboat travel on the Missouri and Yellowstone Rivers, overland wagon trains, and stagecoach roads supplied the territory with goods and people. Open-range stockmen - with sheep or cattle - used vast swaths of the landscape. The railroads' arrival in the 1880s fostered widespread non-Indian settlement of the region. Nonetheless, southwest Montana continued to maintain the largest segment of the territory's population and served as the center of political influence well into the twentieth century.

Associated resources. The territorial capitals, Bannack and Virginia City, are National Historic Landmarks, designated for their nationally significant associations with western settlement. The early gold town of Helena preserves territorial period architecture, including Reeder's Alley and other structures on Last Chance Gulch. Abandoned mining camps and support facilities such as mills, logging camps, charcoal and lime kilns attest to the importance of mining in the territorial period, while the college buildings and territorial prison in Deer Lodge speak to the establishment of social institutions in the nascent communities. Other resources include the Bozeman Trail; Fort Owen, Fort Benton and other steamboat landings; early roads and stagecoach stops; the Utah and Northern Union Pacific Railroad, the Northern Pacific Railway, and historic archaeological sites from the period.

AMERICAN INDIAN CULTURE AFTER 1800 ~ After millennia of an established way of life, vast change occurred once native people acquired horses and guns through trade with Europeans and Americans. These changes allowed tribal nations to move more frequently and expand their territories, which increased warfare among tribes and between tribes and Euro-Americans in protecting their respective territories.

The lives of native people in Montana changed quickly and dramatically with Euro-Americans' more

permanent arrival at the dawn of the nineteenth century.

At the time of contact, Montana exhibited a wealth of diverse Indian culture, where semi-migratory nations occupied expansive home territories, meeting and sharing traditions and innovations, all the while creating changing rivalries and alliances with other Indian nations. Through land settlement and manifest destiny, thriving tribal nations were rapidly reduced by war, disease, forced relocation, and the decimation of the bison on the Great Plains. A series of treaties beginning in 1855 and continuing through the nineteenth century established reservations for Montana's tribes. The Great Sioux Wars of 1876-77 on the eastern plains and the Nez Perce retreat through western and central Montana in 1877 symbolize the fate of Indian resistance to the reservation policy.

Today, many of the reservations, subject to allotments under the Dawes Act of 1887, are now checkerboards of land owned by the tribal nations, individual Indians, non-Indians, and state and federal agencies. The federal government used allotment as a tool to open reservation lands to non-Indian ownership and development, but also to "assimilate" native people. Boarding schools were another method by which the U.S. encouraged the sublimation of indigenous cultures. These efforts to eradicate traditional lifeways continued through the twentieth century with some schools remaining open until the late 1980s.

The Wheeler-Howard Act of 1934, also known as the Indian Reorganization Act, resulted in an "Indian New Deal" under which the U.S. returned some lands to the nations and built infrastructure. To take part in the "Deal", nations were required to establish formal tribal governments whose organization often ran contrary to traditional forms of governance and created internal tensions. Today, tribal governments continue to exercise this sovereignty and strive towards improving their nation's livelihoods while retaining their ancestors' values and honoring their ancestors in daily operations.

Nationally, by the early 1950s, termination and relocation policies, together with legislation, reversed many provisions under the Wheeler-Howard Act. In 1953, Congress enacted Public Law 280, which allowed federal legal jurisdictions on reservations to be assigned to some states, including Montana, creating additional tension between authoritative entities. After 1961, federal direction regarding termination began to change, and after intense demands for Indian rights through the 1960s and early 1970s, the U.S. adopted "self-determination" as its official protocol.

Today, Montana's tribal nations (Assiniboine, Blackfeet, Chippewa, Cree, Crow, Gros Ventre, Kootenai, Metis, Northern Cheyenne, Pend d'Oreille, Salish, Sioux) have reservations and Tribal Historic Preservation Offices (THPO). About 40% of Montana's Indian residents live in off-reservation settings across Montana.

Associated resources. These include traditional cultural and spiritual sites, including vision quest sites; scarred (cambium-peeled) trees in western Montana; historic Indian travel corridors; as well as wickiups and cribbed-log structures. St. Mary's and St. Ignatius missions are examples of the early missionary influence on native people.

Treaty localities such as Council Grove near Missoula and Council Island at the confluence of the Missouri and Judith Rivers date to the treaties of 1855. Battlefields at the Big Hole, the Bear's Paw, and the Little Bighorn, the Nez Perce National Historic Trail, and Fort Assiniboine tell the story of nineteenth-century Indian struggle to retain their lifeways.

Resources including current and former Indian Agency locations such as the Blackfoot "Old Agency" north of

Choteau, Chief Plenty Coups State Park, Indian boarding schools, and allotment homesteads convey the history of the assimilation period. Excavations at the First Crow Agency near Absarokee offer significant insights to Crow lifeways and the impact of federal presence and policy on that nation.

The log round halls at Lodgepole and Heart Butte were constructed during the “Indian New Deal” period, and the Moncure Tipi at Busby is another example of 1930s Indian architecture in the round. Other historic places, like Hill 57 in Great Falls, spotlight the effects of termination, relocation, and tribal recognition in the state.



The 10th Cavalry Escort to General Merritt’s Party, in St. Mary, MT; circa 1885.

AFRICAN AMERICAN HERITAGE ~ African Americans played a significant role in the American West’s historical legacy. In Montana, an enslaved African American man named York served as an important member of Lewis and Clark’s Corps of Discovery. Later in the nineteenth century, a few black mountain men, including Jim Beckwourth, gained recognition and fame working in Montana’s fur trade.

Not surprisingly, the post- Civil War period witnessed a substantial increase in the American West’s black population though numerically small compared to European Americans. The lure of economic opportunity, and a chance to escape the violence of the Reconstruction and later the Jim Crow South inspired many to migrate. Intent on living their lives on their own terms to the extent possible, black people, unlike most immigrants to the West, settled primarily in cities and towns. There, where numbers provided relative security, they lived and worked in many of the same professions as their counterparts. Throughout the West, they were community builders and public officials, and were successful entrepreneurs and professionals. Predominantly, though, African Americans found employment in service industries – particularly as porters, waiters, and housekeepers.

Despite their relatively small numbers, Montana's black population established important and influential institutions that served to inform, support, and provide leadership within the community. These included newspapers, such as *The Colored Citizen* established in 1894, fraternal organizations, and religious institutions, including the African Methodist Episcopal Church which had congregations in Great Falls, Missoula, Helena, Billings, and Bozeman. The Montana Federation of Colored Women's Clubs promoted racial self-help and was dedicated to raising the standards of women in the black community. These organizations mirrored those of the dominant society, but with the additional purpose of providing support and means to help navigate the pervasive structural racism – including issues of suffrage, segregation, miscegenation, and violence – ingrained during Montana's Territorial Period and beyond.

Through the efforts of individual historians, collectors, and SHPO, specific stories of Montana's African American places, families, military units, churches, and political clubs have been documented. Surveys supported by a National Park Service Underrepresented Resources grant and the Montana History Foundation facilitated the documentation of fifty properties statewide associated with Montana's African American experience. The project resulted in an updated and expanded website, two National Register listings, and a Multiple Properties Documentation (MPD) form for Helena and a separate MPD for Montana, called *Black Montana's Historic Resources*. This nationally-recognized project is an important step toward recognizing the significant impact that the African American community had on Montana history.

Associated Resources. *Black Montana's Historic Resources* delineates and details six property types including residential, commercial, and institutional buildings; rural sites related to mining, transportation, and agriculture; fur trade and military sites; and places associated with racism and civil rights. It includes historic contexts of African Americans and the Montana Region before 1865; in the Reconstruction-Era as it played out in the West between 1862-1877; and in the heyday of Black Montana between 1877-1910s. Twentieth century contexts include the Decline, Ascent & Endurance in Montana's Black Community between 1910s- 1940; and the Black Montana experience from World War II into the 1970s.

These contexts map Black presence and places, showing that African Americans are an integral and prominent part of Montana history, across space and time. It documents how Montana's Black past encompasses the entire state—all major cities, and every county. Research identifies over 35 individually listed National Register properties in Montana that are significantly associated with the state's Black history. Eight of these properties are listed with consideration of the site's historic Black association; these include: the Samuel Lewis House, Bozeman (listed 1999); Union Bethel A.M.E. Church, Great Falls (listed 2003); Morgan-Case Homestead on Rock Creek near Philipsburg (listed 2005); and Shaffer's Chapel A.M.E., Butte (listed 2018). Four properties in Helena include: the Haight-Bridgewater House (listed 2014), the Crump- Howard House (listed 2017), the Dorsey Grocery and Residence (listed 2017), and the Lyman-Neel Residence (listed 2019).

Similar to many individually listed National Register properties, at least 17 National Register listed districts possess historic Black connections that are under- or un-documented. This includes 13 of Montana's larger commercial and residential districts; and five military forts that include Forts Assiniboine, Harrison, Missoula, Shaw, and Keogh.

Of Montana's 28 National Historic Landmarks, 11 have historic African American associations. Five of these are Camp Disappointment, Traveller's Rest, Pompey's Pillar, Three Forks, and the Great Falls Portage, which are associated with Corps of Discovery member, York. Elsewhere, three fur trade-era sites include Fort Union, Fort

Benton, and the Grant-Kohrs ranch. The remaining three National Historic Landmarks with historic Black associations are the military site of Fort Yellowstone, from where Buffalo Soldiers guarded the National Park; and the mining areas of Virginia City and Butte-Anaconda.

Recent online research tools provide immediate access to historic census data, newspapers, directories, and other records indicating people's race, ethnicity, and places of occupancy and business. These tools make it easier to identify places with historic Black connections (and most other demographics), and to nominate or update existing National Register nominations. Some prominent National Register listed properties with nominations that could be updated include Fort Benton's Grand Union Hotel, the Wellman Block in White Sulphur Springs, the Helena Shrine Temple, the Gallatin County Jail, Garfield School in Billings, the Florence Hotel and the Gleim Building in Missoula, St. Peter's Mission near Cascade, and the Montana Territorial- State Prison Historic District.

“ORO Y PLATA” HARD ROCK MINING IN MONTANA ~ The first recorded gold strike in Montana occurred in 1852 on Gold Creek (formerly Benetsee Creek) in the northeast corner of what would become Granite County. Subsequent larger strikes at Bannack and Virginia City proved highly productive, but, like many "boom and bust" scenarios that followed, generally transitory. They were, however, extremely significant in that they opened the territory, especially the western half, to further exploration and settlement by non- Indian people. Discoveries of gold and later silver established the town of Helena, which won the fight to become the state

capital in 1889. As the gold and silver mines played out through the end of the nineteenth century, the copper mines at Butte increased in size and influence, becoming the largest copper provider in the U.S. by 1887. Many ancillary facilities contributed to the mining industry, including smelting and refining facilities constructed in Anaconda, East Helena, and Great Falls to process ore.

Hard rock mining activity, particularly in the larger urban industrial centers, also provided an important catalyst for calling attention to the plight of American workers. The role that labor organizations played in the mining industry in Montana is nationally significant, and recognized in the expansion of the Butte- Anaconda National Historic Landmark District in 2006.

Through the first half of the 20th century, the Anaconda Mining Company, its subsidiaries and partners, including the Montana Power Company, dominated the state's mining economy and in doing so, much of its politics. At the same time, operations associated with other mining districts across much of the Western Montana historically played an important role in the



A miner poses with his Bumble Bee air drill in Kendall, MT; 1909.

extraction of a variety of metals for industrial, commercial and military (strategic) uses.

By the mid-20th century, several mining operations in Montana shifted from the adits and tunnels of conventional mines to strip mining. Butte's Berkeley Pit is the most spectacular of these mines. Hard rock mining activities continue to be an important, if cyclical, part of the Montana economy to the present day.

Associated resources. There are literally thousands of sites in the west half of Montana associated with historic hard rock mining activity, ranging from smaller, family-run subsistence mining to highly industrialized urban properties. These not only include the mines and mills themselves, but the communities that housed the miners and a myriad of support services, including cultural and social institutions. Virginia City, arguably the best-preserved Gold Rush town in the West, and Bannack, a ghost town managed as a state park by Montana Fish, Wildlife, and Parks, are both designated as National Historic Landmarks. Butte-Anaconda also boasts being the largest National Historic Landmark in the nation, with themes of both mining and, more recently, labor history.

Other properties include a variety of abandoned (i.e. historic archaeological) mining sites and districts in the Beaverhead-Deerlodge, Helena, and Custer-Gallatin National Forests, mining towns such as Philipsburg and Anaconda, and numerous buildings associated with Montana's mining magnates, including the Montana Club in Helena, Butte's Copper King Mansion, and Riverside, the Marcus Daly Mansion in Hamilton.

TIMBER ~ Forested landscapes predominate the Montana Rockies, especially west of the continental divide. In 1899 alone, Montanans harvested 255 million feet of lumber. In the late 19th century, the growing mining industry drove most of Montana's timber industry. Montana's first recorded commercial sawmill was erected at Bannack in July of 1862. At this same time, along the banks of Montana Territory's early trade corridor, the Missouri River, "Woodhawks" cut the timber that fueled steamboats full of supplies from the East. Following the early mining rush and the waning of the fur trade, though, the timber industry waned for some time. The discovery of copper and the coming of the railroads revived the industry. The copper smelting process required massive amounts of lumber for fuel. The demand for railroad ties was enormous as well, not only for railroad construction but for the miles of mining rail systems underground. By 1910, the Anaconda Copper Mining Company controlled over a million acres of timberland.

As Montana's communities grew in the late 19th Century and early 20th Century, the demand for construction timber also increased. Except for large timber resources in the far western and northwest regions of the state, however, most timber harvested elsewhere in Montana was primarily for local use.

After waning in the 1930s Depression, a second timber "boom" occurred during and especially after World War II, with the renewed nationwide demand for construction materials. The late 1960s witnessed a lull in the building industry, as did the late 1970s. Since the 1980s, the trends in the logging industry gravitated away from the rapidly disappearing old growth to processing smaller trees in automated mills. And while production remained high through the 1990s and 2000s, unemployment increased substantially. The 2008 Great Recession depressed the building industry, and the demand for wood products tumbled even further.

Historically, the forest products industry has been a vital part of the Montana economy. The role of the U.S. Forest Service in managing public forest land has been especially important.

Associated resources. These range from company mill towns such as Bonner and Libby to timber management and research sites such as that in the Forestry school at the University of Montana, to the tribal timber

management infrastructure of the Confederated Salish and Kootenai Tribes. Specific site types reflecting the timber industry are historic sawmills, lumber yards, tipi burners, and retail wood supply outlets.

Many historic timber-extraction and management resources exist on public forest land including historic trails, logging camps, logging railroads, lookouts, cabins and other U.S. Forest Service facilities. The Alta Guard Station near Hamilton is the oldest building in Montana constructed by a federal land managing agency (Forest Reserves), dating to 1899.

Region 1 of the U.S. Forest Service wrote a Multiple Property Documentation form on the 1932-1967 context of its L4 Lookouts, which were introduced, along with new trails and telephone lines, for early detection of forest fires. Because timber was an essential commodity in Montana's economy and in constructing a growing country, the U.S. Forest Service aggressively suppressed fires that would threaten vast swaths of forested lands, and the people who lived among them.

AGRICULTURE AND HOMESTEADING ~ By the end of the 1870s, ranching outfits had driven thousands of head of cattle and sheep into Montana. Overstocking the rangelands, exacerbated by a drought in the 1880s and a particularly bad winter in 1886-87, devastated many ranching operations. This led to the end of the "open range" in most western and southwestern regions as ranchers began to build fences and provide hay to the animals in the winter. Larger cattle companies shifted to central and eastern Montana where expansive open ranges remained. In addition, ranchers increasingly made use of rail transportation to ship cattle to markets.



A Homestead-era house, Big Horn County

The Homestead Acts of 1862 and 1909 and the Desert Land Act of 1877 provided land to settlers. Applicants received patents for a nominal fee and proof of residence and cultivation for five years. However, the arid and harsh climate, together with overspeculation, doomed many of these small homesteads to failure, especially east of the Rockies. Those able to weather the difficult times generally acquired larger tracts of land to make their farms more profitable. Many others left the state and their homesteads behind, especially during the droughts of the late 1910s and 1920s.

Those who remained turned to subsistence and diversified farming, even to dude ranching, through the Great Depression of the 1930s, and were rewarded when the rains and relative prosperity returned in the 1940s. Demand for foodstuffs during World War II resulted in higher prices for farm products, which together with a vital national economy and higher precipitation fed a general optimism in Montana. Though prices dropped again after the war, the general agricultural upswing lasted through the early 1960s.

Associated resources. In total, agriculture is Montana's number one industry today and sites depicting its history are critical to understanding this mainstay of Montana's economy. The agricultural landscape is perhaps the most dominant feature in Montana. Montana's ranches and farms often host structures from earlier eras, and they can be publicly visited at the Grant Kohrs Ranch National Historic Site in Deer Lodge or by appointment at the Kleffner Ranch near Helena.

Today, cowboy and ranching lore are commemorated at such events as the bucking horse sale in Miles City,

annual cattle drive near Roundup and Billings, and Reed Point's yearly "Great Montana Sheep Drive" through town. Coarse-laid stone shepherd monuments grace hilltops in open valleys. Grain elevators, barns, and homesteads (both abandoned and still in use) across eastern and central Montana stand as dramatic reminders of the homesteader families who settled there. Towns like Shelby, Chester, Geraldine, and Joliet continue to serve as centers for service and commerce on the rural farming landscape. Beaver slides, developed by ranchers in the Big Hole Valley to stack hay, are still in sporadic use in large areas of Southwest Montana, and are uniquely characteristic of the agricultural landscape in that region of the state.

COAL & OIL/GAS DEVELOPMENT ~ Early coal mining began during the 1860s gold rushes, but significant development came with the railroads. Coal was needed to operate the steam powered locomotives, for residential heating, and later to generate electricity at large coal fire facilities.

Underground coal mining dominated the Red Lodge-Bearcreek area, while at Colstrip, the Northern Pacific Railroad strip mined the Fort Union Formation's 28-foot-wide Rosebud coal seam in the early 1920s. The coal industry slumped in the 1930s but revived during WWII. By the 1960s there were an estimated 222 billion tons of minable coal in Montana, leading all states in coal reserves.

The first significant oil field opened in 1915 at Elk Basin in Carbon County. A 1919 strike at Devil's Basin in Central Montana led to the development of Cat Creek near Winnett. By 1922, the industry's epicenter shifted west to the Kevin-Sunburst fields located along the Rocky Mountain Front. New technologies developed in the late 1940s enabled deeper drilling, opening other locations across the state, especially the Williston Basin in northeast Montana. This second oil and gas boom established Billings as the center of Montana's petroleum industry and its emerging status as the state's major concentration of population.

Though the oil industry witnessed a lull in production during the early 1960s, new fields opened in eastern Montana by the early 1970s leading to a period of boom and bust over the next decades, as prices rose and fell according to national trends. As interest in natural resource development rose, reaction from environmental concerns increased as well. The boom cycle began again in earnest through the late 2000s with a new wave of drilling in the Williston Basin, and communities in the northeastern part of the state including Sidney witnessed a major surge in population and production. Population and production took a downward trend in 2020 and 2021 in part due to the COVID-19 epidemic's impact on the value of oil.

The natural gas industry in Montana largely paralleled the oil industry through the state's history, and increased interest in coalbed methane, especially in southeast Montana, continues to raise concerns regarding development's impacts to cultural resources.

Associated resources. Colstrip, Red Lodge, Roundup, Forsyth, Miles City, and other communities in Carbon, Rosebud, Big Horn, Powder River, Mussellshell, Treasure, and Yellowstone Counties provide cultural resources associated with coal mining, ranging from physical extraction to community development. For example, the American Federation of Miners cemetery near Roundup demonstrates the ethnic diversity of the people who came to work in the coal mines of eastern Montana. The state's worst coal mining disaster happened at the Smith Mine near Bearcreek in 1943, when 74 miners and one rescue worker lost their lives.

Among the resources that depict the oil industry in the first half of the 20th Century are the oil derricks scattered along Devil's Basin and Cat Creek, and sites east of the Rocky Mountain Front including areas around Sunburst, Oilmont, Shelby, Choteau and Cut Bank. Eastern Montana communities such as Glendive, Sidney,

Wibaux, and Billings host oil-related properties representative of the industry after 1950.

FEDERAL AGENCIES IN MONTANA ~ The federal government's involvement in Montana history has been significant, beginning in the most tangible way with the Lewis and Clark Expedition. The U.S. military continued to play a key role in Montana's Euro-American settlement with the forced relocation of tribes to reservations in the nineteenth century, the establishment of forts throughout the state, and with developments in the 20th century in conjunction with the World Wars and the Cold War.

The Bureau of Indian Affairs (BIA, originally the Office of Indian Affairs, renamed in 1947) established itself in Montana with the treaties of 1885, and enforced federal policies toward tribal nations through the nineteenth and twentieth centuries. Until 1908, the Commissioners of Indian Affairs appointed Indian Agents to each reservation charged with enacting those policies, when clergy or educators took over the role. The responsibilities of the BIA evolved as federal strategy changed in various ways through the 1900s, and the agency maintains offices at each of Montana's reservations, as well as regional headquarters. The Indian Health Service and the Bureau of Indian Education have remained active in the state since their inception during the mid-twentieth century.



The Helena Federal Building, built in 1904, accommodated a courtroom, offices, and post office. It is now the Helena-Lewis & Clark City-County Building.

Federal involvement Montana land management is pervasive. Riding a wave of conservation, Congress established Yellowstone as the first National Park in 1872, and in 1890, President Benjamin Harrison organized a commission to investigate the need for the protection of public lands. This led to a series of acts over the next century which set aside large sections of land for public use and enjoyment and for the protection of watershed and animal habitat. Today, almost 30% of Montana's lands are in federal ownership. In many counties, public land holdings amount to 70% of their total land mass. Together, the U.S. Forest Service and Bureau of Land Management manage 90% of the federal lands in the state.

In addition to public land management, the federal government initiated a number of historic large-scale projects that have had a lasting effect on Montana. Between 1904 and 1906, the Bureau of Reclamation began construction on several regional irrigation projects, including the Huntley Project east of Billings and the St. Mary's Milk River Project in northern Montana. In 1933, President Franklin Roosevelt established the Civilian Conservation Corps (CCC) as part of his New Deal. Directed by the U.S. Forest Service and the U.S. Army, the CCC employed 25,000 young men in Montana. The Public Works Administration and Army Engineers oversaw one of the largest of the Depression-era public works programs: the construction of the Fort Peck Dam on the

Missouri River during the mid-1930s.

Under the 1914 Smith Lever Act, the U.S. Department of Agriculture established the cooperative extension program through Montana State College (Montana State University, Bozeman). The Agricultural Experiment Stations Act of 1955 authorized the appropriation of federal funds to support the development of those



A team of horses grade the Montana State Capitol's south lawn; circa 1902.

stations across the state - many of which remain active today though their historic buildings are at risk under a policy of replacement rather than rehabilitation.

Associated resources. Properties associated with the federal influence in Montana are wide-ranging. These include: numerous 19th century frontier military forts, posts and battlefields, as well as the state's 20th century bases, airfields, and other national defense facilities. U.S. Forest Service resources include places like the first forest ranger cabin in the U.S., located at Alta in the Bitterroot National Forest. Bureau of Reclamation irrigation projects at Huntley, Lower Yellowstone, Milk River and Sun River, together with dam sites, had a significant impact on the presence of the federal government in the state and the upswing of agricultural production by the 1940s. CCC constructed roads, bridges and buildings are present, as are various agriculture extension stations, most now managed by Montana State University. Properties that reflect the BIA's presence include log cabins at Agency Square in Browning, as well as early twentieth century institutional buildings at Fort Peck Agency. U.S. Postal Service offices, federal courthouses, and other federal institutions were built during the second half of the 19th and first half of the 20th centuries, including the Old Territorial Prison at Deer Lodge and the Rocky Mountain Laboratory in Hamilton. Several larger Montana communities are home to newer federal buildings and courthouses, including the James F. Battin Building in Billings, which exhibits the characteristics of mid-20th century modern formalism.

STATE & LOCAL GOVERNMENT ~ On November 8, 1889, President Harrison proclaimed Montana the 41st state of the Union, ending twenty-five years as a Territory. In a still-disputed vote led by mining interests, Helena was established as the state capital, with construction of the Capitol building beginning in the late 1890s. Other early primary state institutions were equally vied for and distributed along political lines, including the state's university (Missoula), agricultural college (Bozeman), and normal school (Dillon), as well as the school for the deaf (Boulder), the state children's home (Twin Bridges), and mental hospital (Warm Springs). In the years following statehood, the state contributed to infrastructure and buildings across Montana in the form of state institutions, parks, and facilities. The New Deal Era of the 1930s saw not only the influx of federal projects but also the support of and ballooning of the state's bureaucracy and infrastructure investment.

In the early years of statehood, Montana was made up of a couple dozen counties, including several very large counties in the eastern part of the state. "County-splitting" fever during the boom years of homesteading between 1910-1925 resulted in a doubling of that number, leading ultimately to the present total of 56. Establishment of county seats in each of these local governments resulted in significant public constructions in these towns, notably courthouses, some of which date back to the Territorial Period. While Montana is not characterized by especially dense concentrations of populations, city governments and public works have greatly influenced the look of Montana's urban communities.

Associated Resources. Various property types represent the theme of government in Montana's history, including the State Capitol Complex in Helena; state universities and colleges including those in Missoula, Bozeman, Butte, Dillon, Billings and Havre; other state institutions; fish hatcheries; state park visitor facilities; and wildlife management areas. Local resources consist of county courthouses; city/county buildings, jails; fire-stations; schools, libraries; hospitals, and more.

TRANSPORTATION ~ For time immemorial, indigenous people traded and traveled along routes across the Montana region and beyond. Segments of some routes are chronicled as having associations with specific post-contact events and places such as the Lewis and Clark Expedition, and the Bozeman Trail respectively, but archaeology and oral tradition tell us these routes are much older than the popular narrative might indicate.



Liberty County's National Register listed Pugsley Bridge

Passable routes with water, food sources, and camp spots are the basic elements of survival. For tribal nations west of the continental divide, travel routes provided access to buffalo on the eastern plains and led people living east of the mountains to salmon-rich waters of the west. Stone tools found in Bannack State Park, are of obsidian identified through lab analysis as coming from Oregon, Idaho, and Wyoming. In 2021, a hiker discovered a whelk shell fossil emerging from a vertical eroded bank on the Clark Fork River. The whelk, native to waters off the coast of Florida was revealed by erosion and lay buried a half meter below grade. The

shell, adorned with hand-worked holes, is evidence of the far-reaching interaction among native people.

Non-native visitors to Montana - the fur trappers, missionaries, and explorers - made use of existing Indian routes. Freight transportation routes focused on waterways, dominated by steamboat travel up the Missouri River to Fort Benton. However, at the time of the gold rush, immigration to Montana increased, overland travel and later railroads dealt fatal blows to the river transportation industry.

The need for better wagon roads from the United States to Montana Territory also increased as more immigrants moved westward. At first the settlers traveled by pack trains, then switched to wagon trains, each wagon capable of carrying from five to sixteen thousand pounds. After Montana's first gold discovery, settlers from the south left the Oregon Trail and turned north to Montana, using the Bozeman and Bridger Trails leading to Virginia City and Bannack.

Lt. John Mullan established the first truly improved road over the Rocky Mountains in 1858-1860. From Minnesota, Captain James Fisk conducted expeditions to develop travel routes through Fort Benton to Bannack by way of Johnny Grant's ranch in the Deer Lodge Valley.

Beginning with the Utah and Northern, and soon followed by the Northern Pacific, railroads dominated the travel industry by the mid-1880s. The celebrated completion of the Northern Pacific railroad at Gold Creek in 1883 and the Great Northern Railway's entry into Great Falls in 1887, marked the end of extensive river transportation. Efforts to discover inland waterways to link America were abandoned in favor of survey efforts directed to the building of roads and rail beds to connect local communities to each other and to the rest of the nation. The Great Northern and the Milwaukee railroads provided transcontinental service while spurs and smaller railroad companies linked to specific communities and commodities.

Automobile travel in the first half of the 20th century revolutionized road and bridge building, establishing the historic network of routes and transportation structures that still exist today. The interstate highway system and marked improvements to Montana's highways are associated with the continued popularity of the automobile, particularly after World War II. The increase in private transportation gave impetus to the trucking industry in the 1950s, and dependence on the railroads began to wane. By the 1970s, jobs and towns dwindled as the railroads consolidated and lost capital. The Great Northern and Northern Pacific lines merged as part of the Burlington Northern in 1970. The Milwaukee shut down in 1986. In 1987, Washington Companies purchased the Northern Pacific's former southern route in Montana, through Sandpoint, Idaho, reviving the railroad freight industry. Amtrak continues to provide passenger service across the Hi-Line.

Beginning with balloon and kite spectacles at county fairgrounds, Montanans' fascination with flight began in the late 1800s and accelerated with the introduction of the airplane exhibitions in the early 1910s. Between 1917 and 1918, at least 80 young Montana men signed up for the Army Air Service. Many of those who returned, together with other veteran pilots, including women who served in the Women Airforce Service Pilot (WASP) program, initiated the state's aviation industry. During the late 1920s and through the early 1940s, the U.S. Department of Commerce established transcontinental airways and a corresponding lighted beacon system. Also, during that period, communities across Montana established their first municipal airports. The World War II era witnessed the construction of Army Air Corps training bases at Great Falls, Cut Bank, Lewistown, and Glasgow. The Montana Aeronautics Commission formed in 1945 to police the industry and enforce state and federal laws. Air Force facilities in Great Falls and Glasgow continued to serve through the Cold War, and Great Falls' Malmstrom Air Force Base remains active.

Associated Resources. The Montana Department of Transportation has taken the lead in identifying hundreds of historic transportation-related sites including bridges, roads, railroads and associated facilities throughout the State. Resources include train depots; substations; abandoned and active railroad corridors and grades. Livingston, Laurel, Harlowton, Havre, and Whitefish are examples of communities which were supported by large scale railroad repair and switching facilities.

The Mullan Road and associated sites are evocative of the earliest overland travel tied to America's westward expansion context. Ferry crossings on the Missouri River, stage stations, and historic automobile highways such as Highway 2 and the Going to the Sun Road National Historic Landmark all speak to the importance of roads and accommodations in this large and remote state.

The Beavertown Stage Stop is a recently listed National Register property associated with all phases of transportation in Montana from precontact travel, to stagecoach, rail, and automobile. Situated in a meadow in the Prickly Pear Creek drainage, north of a passable route over Boulder Hill into the Boulder River Valley, the property retains pre-contact archaeology with obsidian points indicating human occupation long ago. These earliest occupants were likely enroute to and from the buffalo hunting grounds of the fertile Boulder Valley to the south, and stone quarries to the east.

Following thousands of years of indigenous habitation and transportation, stagecoach travel between Virginia City and Helena led to the construction of Beavertown Stage Station and related horse barn in 1865. Establishment of two rail grades passing through Beavertown facilitated the Helena, Boulder Valley & Butte Railway in 1887 and Montana Central Railroad in 1888. The road grade remained but the need for a stage station declined. By 1906, the abandoned Beavertown Stage Station transitioned to a ranch and small farm owned by the Erickson family up to today. Eventually Interstate 15 led to significant re-grading of the Prickly Pear Valley east of Beavertown but spared archaeological and physical remnants of Beavertown's history.

Aviation resources range from early landing fields at fairgrounds and golf courses to mid-century radar stations. Hangars and terminals, including those at the Lewistown, Hamilton, and Great Falls airports, represent the commercialization of the industry during the 1930s and 40s. The Montana Aeronautics Building in Helena stands as a testament to the state's commitment to safety and infrastructure, while Montana's historic airway beacon system, the last of that type system in the nation, represents a significant aid to navigation.

The Montana Department of Transportation wrote a Multiple Property Documentation form providing the 1934-1979 context on its 17 remaining, but retired beacons. All beacons remain on the land and both the MacDonald Pass, and Spokane Hills Beacons remain lit.

COMMUNITY BUILDING ~ The cultures and traditions of the immigrants who came to Montana in the nineteenth and early twentieth centuries manifested in the communities they created. Major communities developed in association with resource extraction - timber, mining and agriculture - and at access points to transportation systems. Many of these communities, especially those associated with the mining, started and failed, becoming ghost towns, while others matured into stable service centers.

Typically, permanent settlement occurred along the rivers and valley bottoms. These same sites often coincided with transportation corridors -- trails, freight roads, and railroads -- to permit the easy transport of goods and people. Small town Montana Main Streets were often located along or perpendicular to rail lines and with grain elevators adjacent to rail stations.



The rustic, log Eureka Community Hall in Lincoln County, built in 1942.

Buildings, first constructed hastily in wood and then later replaced by brick and stone, housed a variety of fraternal organizations, women's protective societies, churches, banks, stores, and other services. Successful entrepreneurs soon built extravagant homes while workers lived in more modest dwellings, some of which were constructed by the companies that employed them. Successful retail establishments, located in commercial districts, served a variety of workers and their families who lived in town. They also supported area ranchers and farmers who came to town to purchase supplies and ship their goods. Evolved communities added cultural amenities including libraries, music halls, and theatres.

Associated Resources. Many of Montana's Main Streets, neighborhoods, and industrial areas still appear as they have throughout the 20th Century. Lewistown, Helena, Livingston, Red Lodge, Glendive, Missoula, Hamilton, Bozeman and other Montana communities host intact, thriving urban historic districts. Butte features a mixture of industrial, residential, and commercial buildings, including remnants of its notorious red-light district, in proximity to each other, reflecting the mining town's distinct pattern of development over a period of 100 years.

Masonic Temples, magnificent religious buildings including synagogue buildings in Butte and Helena, the Helena Cathedral and the St. Wenceslaus Church in Danvers, and Hutterite colonies in north-central Montana commemorate the state's cultural diversity reflected in community architecture. The Moss, Conrad, Daly, and Clark Mansions, together with the "Castle" at White Sulphur Springs provide good examples of the wealth displayed in residential building.

TOURISM & RECREATION ~ Montana's modern tourism industry dates primarily from the creation of Yellowstone Park in 1872. Although the majority of that park is in Wyoming, historically, visitors entered via the Montana entrances, creating growth in the railroad hubs of Livingston and West Yellowstone. Glacier Park's establishment in 1910 added to Montana's attractiveness to travelers.



The Great Northern Railway built Sperry Chalet in Glacier National Park in 1914. The National Park Service reconstructed the chalet's wood components after a 2017 fire.

The railroads played a key role in developing tourism in Montana. The Northern Pacific promoted Yellowstone Park in particular while the Great Northern Railway served Glacier. The railroads built elaborate hotels in the parks along their rail lines and grand depots in gateway communities. Turn-of-the-century resorts and spas developed at hot springs in southwestern Montana, including those at Boulder, Hot Springs, and Emigrant.

From 1900 to 1910, tourists spent an average of \$500,000 a year in Montana. Beginning in 1910, tourism took another turn with the advent of the automobile. Roadside motels, campgrounds and restaurants accommodated the new motorized public, and the old downtown hotels and railroad resorts began to suffer. By 1915 Yellowstone permitted personal automobiles. Dude ranches also flourished in this period with over a hundred in operation by 1930. The Depression and World War II notwithstanding, the tourism "industry" gained steadily in Montana, catering to hunters, fishermen, hikers, skiers and sightseers – including heritage tourists – alike. According to the Montana Department of Commerce's Visit Montana, the state welcomed an estimated 12.5 million non-resident visitors in 2021, making tourism the state's second largest industry.

Associated Resources. These include grand stylized lodges built by the railroads in association with National Parks, and Glacier National Park's unique system of back country chalets. Hot springs resorts such as Chico Hot Springs at Emigrant were especially appealing to travelers. Scenic roads and their associated landscapes; early motor courts, gas stations, and drive-in businesses stand as testament to the popularity of auto travel through the mid-twentieth century. Facilities associated with sites and attractions such as Lewis and Clark Caverns; dude ranches like Bones Brothers Ranch near Birney and the OTO Dude Ranch north of Yellowstone Park; hunting and fishing lodges; local arts and crafts businesses testify to the popularity of Western themes. Historic hotels such as the Grand Union in Fort Benton, the Graves Hotel in Harlowton, and the Finlen in Butte offered grand accommodations to travelers in the late nineteenth and twentieth centuries.



Montana State University (MSU) Architecture Professor Ozzie Berg designed MSU-Bozeman's Forestry Science Lab in a Modernist style.

POST-WORLD WAR II ~ In the years following WWII, Montana prospered like most of the nation. Montana wheat and beef were in demand and at high prices in three post-war boom years, supporting Montana's agriculture economy. Beginning in the early 1950s, the Anaconda Mining Company's switch to open-pit mining at the Berkeley Pit began to transform Butte – physically, politically, and psychologically. At the same time in western Montana, the lumber industry grew dramatically in response to nationwide construction.

Access to the deep oil field in northeastern Montana's Williston Basin launched the state's second oil and gas boom and Billings' rise as a petroleum and population center. Montana Power Company developed hydroelectric facilities, coal mines, and transmission lines. Federal and state government also contributed to Montana's growth in the areas of public lands, institutions, and national defense.

Not all Montanans benefited from this period of prosperity. Montana's Indian population, for example, experienced persistent generational poverty.

Post-war Montana saw growth and building during which the state's population increased 10% over the war years and in 1950 its per capita income stood 8% above the national average.

Montana's economy, especially agricultural and resource extraction, witnessed cycles of growth and decline through the 1980s. Tourism and service industries began to replace the traditional markets.

Between 2010 and 2020, Montana’s population exceeded 1 million residents. Montana’s cities in particular have grown in size, infrastructure, and population. Meanwhile, the smaller towns, especially in eastern Montana, continue to lose population.

Associated Resources. Resources include buildings, structures, sites, districts, and objects associated with the industrial, business, and residential growth. These diverse resources range from the “Mission 66” facilities in Yellowstone and Glacier National Park to Cold War military nuclear deterrents such as the still active defense system surrounding Great Falls that figured prominently in the Cold War.

Modernist architecture took root after World War II, fueled by demand for new building stock. Montana State College’s (MSC) School of Architecture was a leader in establishing Montana’s modern architecture. Several buildings and complexes represent Montana’s version of innovative forms and expressions, including the Walt Sullivan Department of Labor & Industry Building in Helena, the Kennedy School in Butte by John G. Link & Co, and Page & Werner’s design for University of Great Falls campus.

Although the merits of these resources have been discussed at the national level for more than two decades, much of Montana is still in the process of embracing the buildings and sites of the recent past as historic and worthy of preservation. In 2010, SHPO conducted a study of Montana’s Modernist architecture, which included a statewide survey, oral histories with architects, and a museum exhibit. The effort developed and shared a historic context for Modernism in Montana that would help the public better appreciate the style.

Modernist architecture, criticized even when it was new for its austerity relative to classical architecture, is frequently associated with high-profile preservation losses during Urban Renewal. Community and architectural losses during Urban Renewal galvanized the preservation movement in America. From the time SHPO began an exploration of Modernism in Montana, more than a few members of the public and preservation community, have shared a categorically negative view of Modernist architecture with SHPO. This lack of appreciation for Modernism makes preservation of its architecture more challenging.

Modernism’s embrace of experimentalism is also a preservation challenge. Buildings often feature proprietary or discontinued elements such as enameled metal extrusions, screen block, or uniquely colored vitreous glass. When they are damaged, these factory-produced items are not always possible to repair the way wood siding or masonry is. Some of the movement’s design ideals such as expansive window glazing, often used in school designs of the era, are frequently at odds with Montana’s cold climate.

STATE OF THE INVENTORY

As of September 30, 2022, there are 62,189 recorded cultural resource properties in Montana, according to SHPO's State Antiquities Database. This is an increase of 3,003 (5%) documented properties from five years ago. Fifty-one percent (51%) of these recorded properties are precontact (pre-1800) archaeological sites, reflecting in part the origins of the official Montana state inventory begun during the Smithsonian Institution River Basin archaeological surveys of the early to mid-1900s. Each year over the past 10 years, approximately 1,000 new properties are added to the state inventory, with the number of newly recorded historic sites (generally > 50yrs old and including historic archaeological sites) exceeding that of the precontact period.

Each recorded resource represents an individual structure, building, site, object, or possibly even a district comprised of more than one resource with a shared historic context. A district could be as small as a homestead with two buildings, a water well pad, and corral. An urban residential district could have up to 500 or more houses. Many historic, precontact, and traditional cultural properties are still not included in this total simply because an inventory form has never been completed and registered in the system.

Among the recorded precontact site types in Montana, archaeological *lithic scatters* predominate (15,921), followed by stone circle/tipi ring sites (7,368), and stacked rock called *cairns* (3,832). Lithic scatters are a generic archaeological site type referring to a concentration of intentionally chipped stone pieces, mostly detritus produced from the process of manufacturing, using and maintaining prehistoric stone tools. Other artifacts may also occur in lithic scatters, such as bone or fire-cracked rock. Ubiquitous to Montana, most lithic scatters require professional archaeological analysis and sometimes subsurface testing or excavation to determine their age (if possible) and whether they represent former habitations, places where raw materials were acquired, or some other form of special use locality. The age and function of many lithic scatters, nonetheless, remains indeterminable using current scientific techniques.

Stone circles, commonly referred to as tipi rings, are most common east of the Continental Divide and are especially prevalent on the glaciated prairie-plains of northern Montana (including the "Hi-Line"). They represent former habitation locations. While some may be as old as 3,000 or even 4,000 years, most are thought to be less than 2,000 years old. Much has been written about the research significance of these stone circle sites and, while they continue to be a lively source of professional debate, they also represent the most widely recognized precontact site by the general public.

Cairns, some simple piles of rocks and others careful constructions, are also common across Montana. Their age and meaning are very difficult to determine in most cases. Possible functions of precontact cairns include event, location and trail markers, caches, and traps; a very few cairns have been associated with burials.

Among other well-known types of precontact or possibly early historic Indian sites in Montana, the state has hundreds of documented rock shelters or caves (358), culturally modified trees (282), buffalo jumps (253), and rock art sites (748) currently recorded in the statewide inventory. Rare precontact site types in Montana include pit houses, sites that can be definitively associated with fishing, conical timbered lodges ("wickiups"), and medicine wheels. Also relatively rare, only a hundred or so recorded precontact sites have been associated with the earliest period of human occupation in the state, the "Paleoindian" period between 12,000 – 7,500 years ago.

Given their prevalence, relatively recent origins, and people’s familiarity, historic period properties in the state inventory are more readily recognized as to age and purpose than precontact sites. Recorded historic properties range from railroads to ferry landings, historic mining remnants, houses, schools and grain elevators. They include functioning buildings and structures as well as historic archaeological sites (4,137), and some properties that are both. Excluding houses, the three most common recorded historic property types in Montana are mining sites, railroads, roads and bridges (3,490); and homesteads/farmsteads (2,497), many of which are “reclaimed” by the elements and may only exist as historic archaeological sites.

Records also exist for at least 302 historic districts and approximately 3,414 individually documented historic residences. Most historic-age properties in the state inventory are associated with multiple decades if not centuries of use; only 67 properties have been identified as predominantly pre-1860 and a little over three hundred are associated directly with Montana's Territorial Period (1860-1889). Most recorded historic sites were constructed after Montana achieved statehood in 1889.

Representing a subset of the state inventory, as of September 30, 2022, there are 3,291 Montana properties listed in the National Register of Historic Places, including 28 recognized as National Historic Landmarks (NHLs). About 200 of these nationally recognized properties are historic districts with 12 districts added in the life of the 2018-2022 plan, each comprised of anywhere from ten to hundreds of contributing buildings and structures. The Butte-Anaconda Historic District NHL is not only the largest historic district in Montana, it is also the largest west of the Mississippi in terms of the number of contributing resources, with more than 6,000. Counting by contributing buildings and structures, there are in fact over 18,500 individual Montana cultural resources listed in the National Register of Historic Places.

Only a handful of these National Register listed properties are precontact sites but include four National Historic Landmarks: First Peoples Buffalo Jump near Ulm; Deer Medicine Rocks, a precontact and historic native rock art site in Rosebud County; the Hagan Site, a rare earth lodge village in Dawson County; and Pictograph Cave outside Billings, arguably the first scientifically excavated precontact archaeological site in Montana. This is not a statement about the significance of precontact sites; rather it probably reflects the lack of tangible benefits afforded the listing of archaeological sites (especially precontact, but also historic period) and concerns for their safety in anonymity. Two Montana properties that have been listed as traditional cultural places important to Indian communities are Annashisee Iisaxpuatahcheeaashisee (Bighorn River Medicine Wheel) in Big Horn County and Sleeping Buffalo Rock in Phillips County.

Most of Montana's National Register listed properties are historic period, primarily Euro-American sites. Ranging from the Eureka Community Hall in Lincoln County to the First National Bank of Ekalaka and Rickard Hardware Store Building in Carter County, these listed historic properties span the state, its history, and the various heritage themes described above. The listing of the Ekalaka bank property in 2015 ensured that each of Montana’s 56 counties has at least one property listed in the National Register of Historic Places.

Beyond those places listed in the National Register, an additional 6,760 properties in the Montana state inventory have been determined to be eligible for listing through consultation between Federal property management agencies and SHPO, by the State Historic Preservation Review Board, and/or the Department of the Interior’s Keeper of the National Register. Montana agencies have identified 767 *state-owned heritage properties*. Heritage properties are defined in the [Montana State Antiquities Act](#) and are analogous to National Register eligible properties for the purposes of compliance with state preservation law.



SHPO training on survey techniques at Beavertown, Jefferson County.

Considering 6.7% of Montana has been intensively surveyed, there remains a significant number of historic and precontact properties to learn about. Survey records housed at the State Historic Preservation Office document 6.3 million acres of intensive inventory – a big number to be sure, but just scratching the surface when measured against the [94.1056 million acres of land in Montana](#).

Moreover, at the current rate of survey, it will be a while before many properties are recorded. SHPO files reflect 620,831 acres of survey has occurred in the life of the 2018-2022 plan. As previously recognized, most of this survey continues to occur in response to state and federal regulatory requirements – such as timber management, land exchanges, and oil & gas development. Thus, reaction to projects rather than an initiative to discover and record cultural resource properties continues to drive much of the progress in Montana. This means that known sites or areas of known site probability that are outside of project areas remain undocumented.

Counteracting this trend in recent years have been several proactive inventories by state and federal agencies. Among these is the Montana Department of Transportation’s (MDT) *Sentinels of the Airways: Montana’s Airway Beacons, 1934-1969* Multiple Property Documentation (MPD).

The Bureau of Land Management, particularly the Dillon Field Office, has commissioned several large proactive surveys of study areas to record historic and archaeological sites. Dillon BLM’s Everson Creek property was listed in the National Register in 2022. Similarly, the USDA Forest Service has undertaken recording and National Register nominations of various historic properties on forest lands, including ranger

stations, lookouts and back-country facilities. Finally, community surveys, including survey updates and National Register district nominations, have been undertaken within the past five years in Bozeman, Livingston, and Helena. Bozeman's multi-year effort to update its 1990s survey is crucial as that community faces unprecedented urban development.

MONTANA STATE ANTIQUITIES DATABASE

The State Historic Preservation Office is a Microsoft SQL database with fully integrated ESRI ArcGIS web application complete with a variety of user mapping and search tools identifying known sites and predicting the likelihood of high probability archaeological sites. SHPO designs system upgrades and develops tools in collaboration with the Montana State Information Technology Services Division (SITSD) with funding from a combination of SHPO federal funds (NPS Historic Preservation Fund), file-search revenue, and data-sharing subscriptions between agencies and SHPO.

The State Antiquities Database contains information and locations on over 60,000 recorded historic, precontact and traditional cultural properties and over 40,000 cultural resource reports and surveys in Montana. It is the primary tool used in organizing and retrieving cultural resource data statewide for research, education, management, and compliance purposes in historic preservation. Owing to the sensitivity of some of the information, data sharing is mediated through the State Historic Preservation Office with direct access limited to state and federal agency heritage staff and Tribal Historic Preservation Offices (THPOs) in Montana through use agreements.

Collaboration with University of Montana Anthropology Department enabled SHPO to fully digitize its vast library of *legacy data* to create key-word-searchable cultural reports and site locations plotted in a GIS mapping system. SHPO's collection of documents and site information goes back to the earliest archaeology work in Montana in the mid-1900s.

SHPO's ever growing database is the most robust collection of cultural resources information in the state. While the database is primarily used as the basis of consultation under the State Antiquities Act and the federal Section 106 process, SHPO is incentivizing its academic use by funding the Archaeology Research in Montana Fellowship offered to University of Montana graduate-level Anthropology students.

MONTANA HISTORIC PRESERVATION PROGRAMS

Montana has multiple organizations and agencies that work to record and safeguard the state's cultural resources. These diverse, heritage-minded groups and programs work independently and in collaboration at the state, tribal, federal, and local level. Understanding historic preservation in Montana begins with an awareness of this infrastructure.

MONTANA STATE HISTORIC PRESERVATION OFFICE

The State Historic Preservation Office (SHPO), a program of the Montana Historical Society, works together with all Montanans to promote and facilitate the preservation of our state's historic, precontact, and traditional cultural places. SHPO's staff of historians, architectural historians, historical architecture specialists, and archaeologists help people across the state to identify, document, recognize, preserve, and consider the private and public heritage properties of Montana.

SHPO is a clearinghouse of preservation's best practices, and a hub of information on professionals and organizations relevant to a particular resource type. SHPO provides place-based information from its State Antiquities Database and the National Register of Historic Places files; it assists owners in obtaining historic building rehabilitation tax credits; reviews state and federal projects and helps seek ways to lessen their potential impacts on heritage properties. The office conducts preservation planning including the state historic preservation plan; it supports a network of local preservation offices in sixteen Certified Local Government (CLG) communities across the state and participates in a wide range of education and outreach activities.

Montana SHPO Core Programs

- [National Register](#)
- [National Register Signs](#)
- [Review and Compliance](#)
- [Survey and Inventory](#)
- [State Antiquities Database](#)
- [Archaeology](#)
- [Certified Local Government](#)
- [Tax Incentives](#)



SHPOs exist in every state and receive an annual federal funding allocation from the Historic Preservation Fund (HPF) through the National Park Service under the National Historic Preservation Act. States match federal funding at a 40:60 ratio through cash or in-kind services. The State of Montana provides its SHPO less than 3% cash match. SHPO exceeds required match through file search fees it charges and from communities participating in and funding their CLG program.

SHPO Staff meet with preservation advocates across Montana such as the Winnett ACES working to revitalize Petroleum County's seat.

MONTANA MAIN STREET PROGRAM

The Montana Main Street Program, established in 90-1-151 MCA in 2005 and currently serving thirty-four communities across the state, is administered by the Community Development Division of the Montana Department of Commerce. Montana Main Street emphasizes a comprehensive approach to downtown revitalization that includes long-range community planning, economic development, historic preservation, and

tourism development, as vital components of local vision and community building. Montana Main Street provides services and assistance to communities striving to enhance economic and business vitality while maintaining local historic integrity, quality of life, and sense of place. Such goals are best met by uniting larger community ideas and efforts with program organization, coordination, and resources. The Montana Main Street program offers technical assistance and expertise to communities and awards competitive grant funding to community downtown revitalization projects.

MONTANA HERITAGE COMMISSION

In 1997, the Legislature established the Montana Heritage Preservation and Development Commission (MHC) under 22-3-1002 MCA to manage the state-acquired heritage properties at Virginia City and Nevada City in Madison County, among the nation's best-preserved examples of gold rush era architecture and history. Under this mandate, in 2006, MHC also acquired Reeder's Alley in Helena, which includes the city's oldest standing building, the "Pioneer Cabin", as well as a complex of rare Territorial-Era brick miners' dwellings. In 2022, MHC acquired and is preserving the landmark, Stonewall Hall, a Virginia City property noted as a meeting place of Montana's territorial legislature.

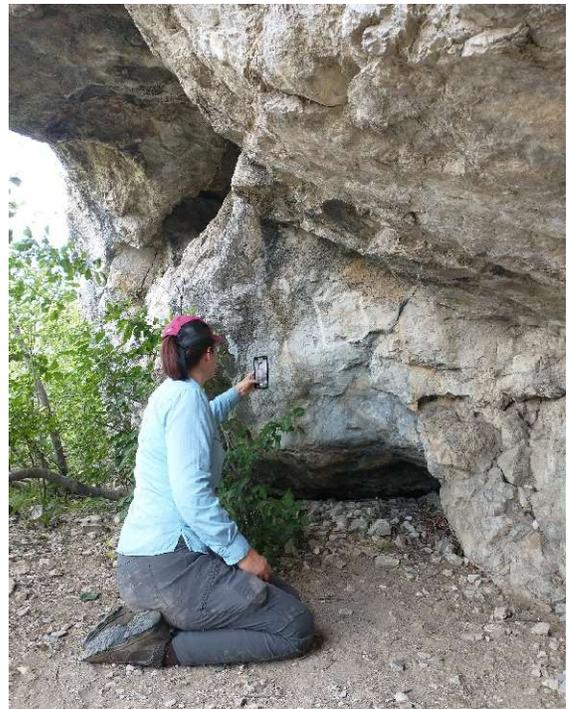
Oversight for the MHC transferred from the Montana Historical Society (MTHS) to the Department of Commerce in 2003. Though no longer directly connected to MTHS, MTHS's Director statutorily serves on the Heritage Commission, and MHC consults regularly with SHPO on the treatment of historic properties in MHC's care. Together with the local community, MHC continues to advance the preservation and interpretation of its properties for the benefit of heritage tourists and all Montanans. Montana's 2021 legislature directed \$176,562 in additional accommodations tax funds through the Montana Department of Commerce's Historic Preservation Grant Program; and the National Endowment for the Humanities awarded MHC \$191,488. Together these grants will enable MHC to preserve the Cogswell-Taylor House in Virginia City.

MONTANA STATE PARKS

Montana State Parks, a division of Montana Fish, Wildlife and Parks, manages 55 state parks, including fifteen (15) that are historic or cultural parks. Among these are eight (8) National Historic Landmarks (NHLs): Travelers Rest, Bannack, First Nations Buffalo Jump, Missouri Headwaters, Giant Springs, Pictograph Cave, Chief Plenty Coups House, and Rosebud Battlefield. Heritage stewardship by Montana State Parks includes survey, research and interpretation, stabilization projects, and consultation with SHPO and THPOs, as appropriate. In 2022, State Parks began an archaeology field school at Missouri Headwaters in collaboration with the Salish and Kootenai Tribal College.

OTHER STATE AGENCIES

Pursuant to the State Antiquities Act, 22-3-424 MCA, state agencies and the University System are responsible for identifying and developing methods and procedures to ensure that the identification and protection of heritage properties and paleontological remains on state lands are given appropriate consideration in state agency



Documenting rock art at Headwaters State Park Field School, Gallatin County.

decision making. Agencies report on their stewardship efforts to the State Historic Preservation Review Board (Board) in even-number years. As of 2022 reporting, there are 425 documented state heritage properties. On behalf of the Board, SHPO presents agency reports publicly in its [Montana's Shared Heritage](#) story map, and summarizes findings on agency stewardship to the Governor's Office and State Legislature.

Many more historic and archaeological properties on state lands remain to be identified. The Antiquities Act only mandates agency identification efforts when the agency plans work that would affect potential heritage properties. According to the Department of Natural Resources and Conservation's (DNRC) [2022 reporting](#) to SHPO, the agency owns 267 known state heritage properties, more than half of the total. Each of these state agencies is responsible under the Montana State Antiquities Act to avoid, whenever feasible, state actions that substantially alter heritage properties and to provide protection of heritage properties on lands owned by the state by giving appropriate consideration in state agency decision-making, in consultation with the SHPO (MCA 22-3-424). Some state agencies, for example the Montana Department of Transportation, also consult regularly with SHPO for federally funded or permitted undertakings on or off state-owned lands, pursuant to the National Historic Preservation Act.

MONTANA BURIAL PRESERVATION BOARD

The Burial Preservation Board protects human skeletal remains found throughout the state from disturbance and seeks the repatriation of remains and funerary objects improperly taken from unprotected burial sites. The Burial Board, established in 22-3-804 MCA, in 1991 is housed within the Montana Department of Administration, and works cooperatively with the SHPO to maintain a registry of unmarked burial sites located in the state; conduct field reviews upon notification of the discovery of human skeletal remains, a burial site, or burial materials; and arranges for final treatment and disposition of human skeletal remains and burial material with dignity and respect. Since its origin, the Board has overseen an average of 3-5 discoveries and/or re-burials of human remains each year, bringing both process and sensitivity to the treatment of human remains.

MONTANA HISTORIC PRESERVATION REVIEW BOARD

The Governor-appointed, nine-member Historic Preservation Review Board, established in 2-15-1512 (2) MCA, consists of recognized professionals and interested public individuals who approve all state nominations to the National Register of Historic Places. The board is attached to the Montana Historical Society and staffed by the State Historic Preservation Office. In addition to review of National Register nominations, the Preservation Review Board also acts in an advisory capacity to SHPO and state agencies in preservation planning and other matters. Since 2011, the Historic Preservation Review Board has been tasked with SHPO to produce biennial reports to the Montana Governor and Legislature on the stewardship of state-owned heritage properties by state agencies.

STATE PRESERVATION GRANT AND FUNDING PROGRAMS

Several state agencies administer regular grant programs that may support historic preservation in Montana, including planning, education, interpretation, and in some cases, brick-and-mortar projects. These include the Montana Arts Council, the Montana Main Street Program, the Department of Commerce Tourism Grant Program, and Department of Commerce Historic Preservation Grant.

TRIBAL HISTORIC PRESERVATION OFFICES

Tribal nations on all seven of Montana's Indian reservations have federally recognized Tribal Historic Preservation Offices (THPOs), that assume roles and responsibilities, parallel to SHPO's, within reservation boundaries. Agencies and SHPO also consult with THPOs on non-reservation ancestral homelands where SHPO

has a primary regulatory role. The Little Shell Chippewa Tribe has a Culture Committee that speaks on behalf of the tribe's cultural resources interests. In addition, THPO programs often perform other culturally meaningful activities. THPOs conduct cultural resources survey and inventory work, catalogue significant sites in GIS-linked databases, conduct oral history projects that serve as a model for tribal heritage preservation nationwide. Each THPO and the Little Shell Culture Committee have access to and share place-based information through SHPO's database and GIS mapping of Montana's cultural sites.

FEDERAL PROGRAMS

FEDERAL LAND-MANAGING AGENCIES

According to the University of Montana's Wilderness Institute, approximately [twenty-nine percent](#) of Montana is federally owned. The two largest federal land-managing agencies are the U.S. Department of Agriculture Forest Service (USFS Region 1) and the Department of the Interior's Bureau of Land Management (BLM). Others include the National Park Service, the U.S. Bureau of Reclamation, the U.S. Fish and Wildlife Service, and more. Under the National Historic Preservation Act and other federal preservation laws, each of these federal land-managing agencies incorporates historic preservation and stewardship into their missions, policies, and procedures. Each also includes professional heritage staff at the state or regional level to oversee the management of cultural resource properties.

OTHER FEDERAL AGENCIES

All federal agencies are directed by Section 106 of the National Historic Preservation Act to consider the potential impact of their undertakings on heritage properties and to afford the national Advisory Council on Historic Preservation (ACHP), SHPO, tribes, and other interested parties an opportunity to comment on such consideration. An undertaking is "a project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a federal agency, including those carried out by or on behalf of a federal agency; those carried out with federal financial assistance; and those requiring a federal permit, license or approval." (36 CFR 800.16(y)). Hundreds of federal undertakings occur in Montana each year both on and off federal land, including road construction projects, mining, timber sales, land exchanges, and a host of smaller activities. Many new historic and archaeological sites are identified, evaluated, and treated as a result of the Section 106 consideration and consultation process.

ADVISORY COUNCIL ON HISTORIC PRESERVATION

An autonomous federal agency, the Advisory Council on Historic Preservation (ACHP) promotes the preservation, enhancement, and productive use of our nation's historic resources, and advises the President and Congress on national historic preservation policy. The ACHP is the federal entity with the legal responsibility under the National Historic Preservation Act to encourage federal agencies to factor historic preservation into federal project requirements, including promulgation of the implementing regulations (36 CFR 800) for Section 106 consultation that guides federal agency consultation with SHPO, tribes, and other interested parties in Montana. As directed by NHPA, the ACHP also serves as the primary federal policy advisor to the President and Congress; recommends administrative and legislative improvements for protecting our nation's heritage; advocates full consideration of historic values in federal decision-making; and reviews federal programs and policies to promote effectiveness, coordination, and consistency with national preservation policies.

NATIONAL PARK SERVICE

In addition to managing national parks, historic sites, and monuments in Montana, the National Park Service (NPS) also plays an important role in implementing the national historic preservation program at the state level. NPS oversees the allocation of federal funding (Historic Preservation Fund) to the states through the State Historic Preservation Office, and the use of these funds by SHPO in administering national programs in Montana such as the National Register of Historic Places, the Federal Rehabilitation Tax Credit, and the Certified Local Government (CLG) program. The National Park Service further defines in regulation and guidance the standards, policies, and procedures by which others, including SHPO, evaluate significant heritage properties and treat these in a manner that preserves their integrity. NPS certifies Tribal Historic

Preservation Office (THPO) programs and approves state historic preservation plans, as well as providing technical support to Montana's 28 National Historic Landmarks and financial support to the same through grant programs like the national Save America's Treasures program, when funding is available. Other NPS programs, such as the American Battlefield Protection Program (ABPP), have worked with Montana communities, landowners, and interest groups to help preserve important properties and landscapes.

CERTIFIED LOCAL GOVERNMENT PROGRAMS

Montana's sixteen Certified Local Government (CLG) preservation programs are responsible for many achievements in historic preservation at the local level. Certified by the National Park Service and administered through the State Historic Preservation Office, Montana's CLG program establishes a historic preservation commission and officer in each participating community (city and/or county), as well as a local ordinance and plan to guide local historic preservation efforts. Federal law requires SHPO pass-through at least 10% of its federal funding (Historic Preservation Fund) to the state CLG programs, which is matched (and often "over-matched") to help provide the state's share of the 40:60 state-to-federal funding equation. SHPO provides technical expertise and support to CLGs and annually organizes a statewide gathering to discuss historic preservation topics and issues. Montana's current CLGs are Anaconda-Deer Lodge County, Billings-Yellowstone County, Bozeman, Butte-Silver Bow County, Columbus-Stillwater County, Carbon County, Deer Lodge, Great Falls-Cascade County, Hardin-Big Horn County, Havre-Hill County, Lewis & Clark County, Lewistown, Livingston, Miles City, Missoula, and Virginia City.

NON-PROFIT ORGANIZATIONS

PRESERVE MONTANA

Preserve Montana (PMT) is a non-profit organization with a statewide reach. PMT is dedicated to saving and protecting Montana's historic places, traditional landscapes, and cultural heritage. Formerly an ad-hoc volunteer group assisting and assisted by SHPO, PMT hired an Executive Director and staff in 2002, and dramatically increased the breadth and scope of its activities around the state to help Montana citizens achieve a diverse array of preservation initiatives ranging from roof repair and building stabilization to school education programs and cultural landscape documentation. Through workshops, grants, lobbying efforts, its Preservation Excellence Awards, and its biennial Preservation Road Show, PMT through its staff, board, and membership provides Montanans and communities with leadership and knowledge in historic preservation.

LOCAL PRESERVATION ADVOCACY GROUPS

It has been said that "all historic preservation is local." Local non-profit preservation advocacy groups have formed in several communities in Montana, in response to individual historic preservation threats or as general vehicles to educate the public and support local historic preservation planning and initiatives. These include Preservation Cascade, Inc., Butte Citizens for Preservation and Revitalization, Friends of Bozeman Historic Preservation, the Billings Preservation Society, and Preserve Historic Missoula, among others.

MONTANA HISTORY FOUNDATION

Established in 1985, the Montana History Foundation (MHF) is an independent, non-profit corporation that seeks to preserve the legacy of Montana's past. The Foundation's central goal is to generate public support and donations to preserve Montana's cultural heritage and historic resources through grants. MHF awards maximum grants of \$10,000 per project, typically awarding between \$120,000 and \$150,000 to 25 to 35 grantees annually.

HUMANITIES MONTANA

Montana's independent, nonprofit Humanities Montana is affiliated with the National Endowment for the Humanities (NEH). Humanities Montana was founded in 1972 in response to Congress' National Arts and Humanities Act of 1965. Since that time, Humanities Montana has benefited hundreds of Montana organizations and thousands of its citizens, providing support for public programs in the humanities throughout the state. Humanities Montana's educational and cultural programs often incorporate Montana history, including support for community workshops and heritage development.

MUSEUMS ASSOCIATION OF MONTANA

The Museums Association of Montana (MAM) organizes and promotes museums across the state in shared endeavors and common issues of conserving and interpreting Montana history. The organization hosts an annual conference, educational workshops, provides technical expertise, and advocates for all of Montana's almost 200 Museums. Many of these museums incorporate historic sites, buildings and structures, creating a nexus with the historic preservation community. Local museums and historical societies often provide knowledge of historic resources to property owners and preservationists interested in assessing the effects of projects involving historic properties.

MONTANA ARCHAEOLOGICAL SOCIETY

Organized in 1958, the Montana Archaeological Society's (MAS) professional and avocational membership promotes responsible archaeological research and conservation of Montana's precontact and historic archaeological properties. In addition to public education through Montana Archaeology Month, MAS sponsors archaeological preservation projects and volunteer opportunities, as well as an annual meeting and journal for sharing knowledge with the public about Montana's archaeological past.

SUCCESS STORIES

Montana preservationists have made numerous statewide achievements in pursuit of the previous preservation plan's goals. The following are just a few of these stories that serve as foundations for future successes.

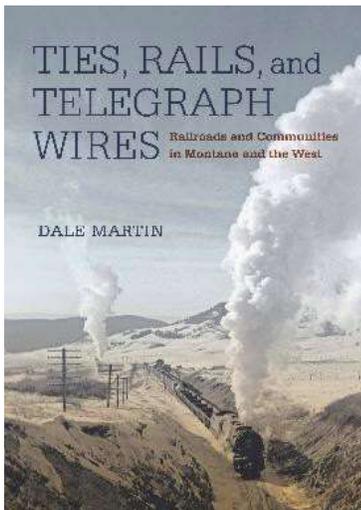
#MTtimetraveler

To promote historic places and preservation in Montana, SHPO developed *Montana Time Traveler* and #mttimetraveler to gather photos of heritage places in the state that have meaning to Montanans. Identifying and sharing images of memorable and diverse historic places helps us to visualize and recognize what is important for historic preservation.



Left to right: Montana Elevator Company Elevator, Straw @toddklassy; Hardy Creek Bridge, Missouri River, @flycastflywear; Medicine Rocks State Park, Ekalaka vicinity, @timurbaniak

2018 YEAR OF MONTANA RAILROADS



Ties, Rails, and Telegraph Wires,
Dale Martin

Building on work begun by the Montana Department of Natural Resources and Conservation, SHPO and its consultants completed a three-year project in 2018 to update and organize the record of Montana's transcontinental railroads in the State Antiquities Database. Prior to this, records reflected the work of numerous authors and field surveys with overlaps, inconsistencies, and gaps. SHPO also mapped Montana's four mainlines in its GIS system: the Union Pacific, Great Northern, Northern Pacific, and Milwaukee Railroads.

In 2018, with updated and clear information, the State Preservation Review Board found the four transcontinental railroads to be state heritage properties, eligible for listing in the National Register of Historic Places for their association with events important in Montana history and development.

That same year, Montana Historical Society Press released the book *Ties, Rails and Telegraph Wires: Railroad Communities in Montana and the West* by Dale Martin. Coinciding with 2018 railroad theme, SHPO produced the 2018 Montana Preservation poster, *Montana Mainlines*, in recognition of the enduring impact of railroads on Montana history.

MONTANA MUSEUMS ACT OF 2020, SENATE BILL 338

In 2019, Montana's legislature passed the bi-partisan Montana Museums Act, which adds 1% to Montana's existing accommodations tax and funds the Montana Department of Commerce's new Historic Preservation Grant. The brick-and-mortar grant awarded over \$5 million to 26 grantees in 23 Montana communities in its inaugural year of 2021. SHPO staff worked with Commerce to establish preservation criteria for scoring applications. SHPO staff also participate in scoring applications.

REVITALIZING MONTANA'S RURAL HERITAGE GRANT PROGRAM

In 2020, SHPO was able to support eight undercapitalized preservation projects with \$495,595 in one-time funds from the National Park Service (NPS) Paul Bruhn Historic Revitalization Subgrant Program (HRSP). The HRSP enabled SHPO to award funds to projects involving National Register properties in rural communities. Pledged grant matches exceed \$6 million. Projects include:

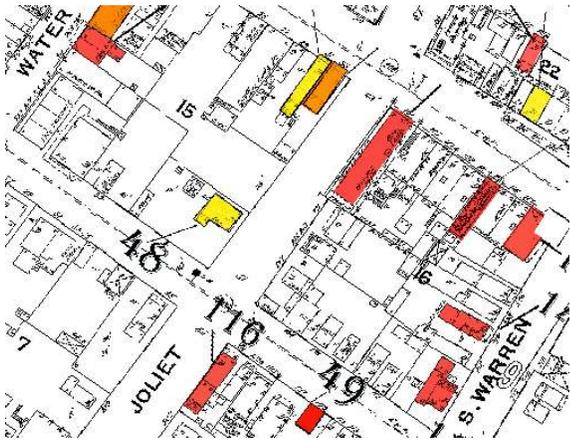
- Basin Creek Caretakers House, Silver Bow County; \$100,000*
- Central School, Roundup, Musselshell County; \$100,000*
- Dion Block, Glendive, Dawson County; \$65,000*
- F.M. Mack Mercantile, Augusta, Lewis & Clark County; \$24,500*
- I.G. Baker House, Fort Benton, Chouteau County; \$66,480*
- Montana Hotel, Anaconda, Deer Lodge County; \$54,061*
- Waterworks Museum, Miles City, Custer County; \$20,306*
- Ft. Assiniboine Amusement Hall; \$65,248*



Basin Creek Caretakers House to be rehabilitated and nominated to the National Register with RMRH funds.

SANBORN MAPPING OF AFRICAN AMERICAN HERITAGE PROPERTIES & NEIGHBORHOODS

As part of SHPO's multi-year [African American Heritage Resources Project](#), staff assembled information from Montana's 1910 and 1930s census data, 1920 Polk Directory listings, historic Sanborn maps, and current maps to show historic-era clusters of Black-owned or occupied properties relative to many of Montana's urban landscapes of today. This visual information is presented using GIS. Outside of this project, Sanborn maps are typically viewable in discrete pages in hard copy or scans. As such, they



A color-coded Sanborn showing building occupation by ethnicity.

present a fragmented view of settlement patterns across a community. Using GIS to stitch Sanborn maps together, layer them with contemporary maps, and color code buildings relevant to a research topic provides a broader, deeper perspective. The maps allow one to witness the establishment and, frequently, erasure of communities due to historic events, including policies such as urban renewal, natural catastrophes, or development such as Butte's open pit mine. Through this effort, researchers see not only where Montana's African American inhabitants lived and worked historically, but that a remarkable number of those places no longer stand. This mapping tool could be tailored to other demographic groups, building types and uses, or historical events that shaped communities.

GIS DIGITIZATION OF LEGACY DATA: A NEW FOUNDATION

In 2021, SHPO's cultural records database and GIS mapping capabilities became the most complete they have ever been. After 20 years of establishing a state-of-the-art database with GIS functionality, SHPO integrated into that system all site location information from hard copy, *legacy* data.

Digitization began in 2011 using staff, volunteers, University of Montana Anthropology graduate students, and contractors examining records and reports going back to Montana's first 1930s, WPA-led archaeological surveys. SHPO now has a complete foundation on which to build GIS tools such as the site predictability modeling system now underway. SHPO houses a full and growing online research library for graduate student research. The system will enable SHPO to transition to electronic Section 106 (e106) consultation within the life of this plan.



Pictograph Cave excavation led by William Mulloy and Larry Loendorf in 1937 with support of the Works Progress Administration in 1937.

FORT HARRISON VA AND FREEDOM’S PATH TAX CREDIT PROJECT

The National Register listed Fort Harrison Veterans Administration Hospital Historic District occupies 83 acres in the Helena valley. The functioning hospital and adjacent rehabilitated buildings occupy the fort’s historic core. The district’s 25 buildings include warehouses, a steam plant, residences, and current and former hospitals, built from 1895 and 1957. Ten residences and the original hospital, fronting the historic parade ground, were mothballed for two decades without plan for reuse.



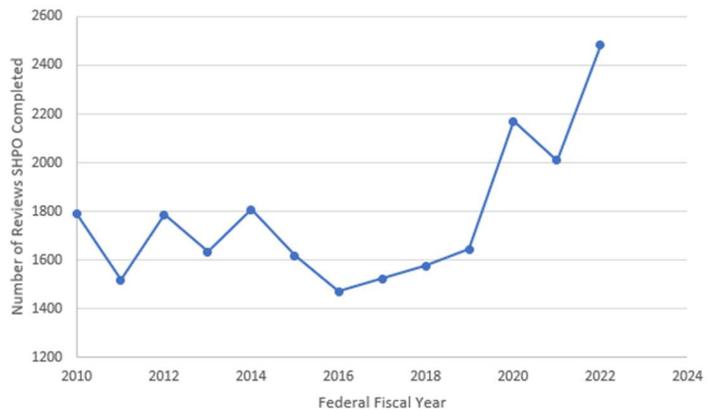
The Original Post Hospital and ten other unused historic buildings at Fort Harrison, Helena have been converted to housing for veterans at risk of homelessness.

In 2017, the VA entered into an Enhanced Use Lease agreement with Beneficial Communities to provide housing for veterans at risk of homelessness. The Freedom’s Path project combined federal and state tax incentives to capitalize the \$11 million project. Federal Rehabilitation Tax Credits applied to \$9.6 million in rehabilitation expenses were key to making the project feasible.

The project establishes 26 residential units from eleven buildings ensuring the buildings’ future and repopulating the park-like Ft. Harrison grounds.

SHPO STAFFER’S GOVERNOR’S AWARD FOR EXCELLENCE IN PERFORMANCE

On September 30, 2022, Governor Greg Gianforte recognized SHPO Compliance Officer Laura Evilsizer’s hard work in accommodating expedited Section 106 reviews amid the Governor’s 2021 Emergency Drought Declaration. The USDA-Farm Services Administration programs for drought-stricken farmers and ranchers require Section 106 review, a process which affords SHPO a 30-day review period. Despite 2021 being among SHPO’s busiest compliance years in a decade, and summer being SHPO’s busy season, Ms. Evilsizer was able to perform or coordinate SHPO’s review of over 500 projects within 48 hours per project.



SHPO’s workload since 2010.

ACHIEVEMENTS UNDER PRESERVATION MONTANA: THE MONTANA HISTORIC PRESERVATION PLAN. 2018-2022

While SHPO takes the lead in developing the plan, the plan is a result of collaboration. All sectors of Montana's preservation community can adopt and implement the plan's goals and objectives so that the issues can be met and overcome at the community and state level. SHPO's role in taking on the issues through its core programs is codified in the [National Historic Preservation Act 54 U.S.C. § 302303](#) and in the [Montana Code Annotated § 22-3-423](#). [SHPO's annual report](#) to the National Park Service and the public chronicles and quantifies SHPO's performance under the plan. Below are SHPO's achievements under the 2018-2022 plan.

I. ISSUE: LACK OF PUBLIC AWARENESS AND UNDERSTANDING

GOAL I: EDUCATE - BUILD A FOUNDATION FOR HISTORIC PRESERVATION THROUGH KNOWLEDGE, INFORMATION AND TRAINING

Objectives:

1. *Gather, develop, and disseminate historic preservation guidance and standards.*
 - Create and distribute widely a 2018-2022 Plan summary focusing on goals, objectives, and priorities.
 - SHPO posts each state plan on its website immediately upon approval by the National Park Service. The office also promotes the Plan through traditional and social media, and directly shares with those interviewed for the plan.
 - Refresh online guidance
 - At the request of state agencies, SHPO created a training video and transcript on its [compliance webpage](#) in 2021 describing consultation under the State Antiquities Act.
 - SHPO revised its [Consultation Guidelines and Procedures](#).
 - Utilize social media applications
 - SHPO's administrative assistant works with SHPO staff to create [social media content](#) on National Register listings, successfully completed preservation projects SHPO supported, preservation awards, SHPO staff projects, etc.
 - [Preserve Montana](#) and [Extreme History](#) both featured SHPO staff on their podcasts.
 - Architect and former legislator, Daphne Bugbee Jones is the subject of a SHPO-produced, [YouTube documentary](#) featuring the photography of SHPO volunteer, Terry Greene.
 - How-to: address common preservation situations and considerations
 - SHPO staff provide technical expertise to the public and professionals upon request
 - SHPO sponsored Preserve Montana's [online video](#) demonstrating wood window repair and window repair toolkits that participating Certified Local Governments loan to property owners.
 - In conjunction with the Montana History Conference, SHPO hosts an annual preservation workshop to address preservation issues and opportunities. Topics have included how to research rural properties, the National Register nomination process, integrating historic sites into GIS mapping for story maps, and aspects of sustainability in preservation.
 - Where-to: identify helpful preservation programs and contacts
 - [SHPO's website](#) features up-to-date listings of SHPO staff, Certified Local Governments, Tribal

Historic Preservation Offices, state and Federal agency cultural resource personnel, the Advisory Council on Historic Preservation, preservation organizations, and professionals.

- Elaborate on information about local preservation ordinances
 - SHPO defers questions about local preservation ordinances to local government officials who work under the ordinance.
- Develop guidance for emergency and disaster response
 - Local governments tailor emergency and disaster response plans to their community's attributes. SHPO is responsive to those requesting information on preservation assistance that could help in disaster recovery.
 - SHPO has integrated emergency response protocols into programmatic agreements with agencies such as the U.S. Forest Service and National Park Service that frequently face emergencies.

2. *Pursue new ways and means to share information about Montana's historic, precontact and traditional cultural properties.*

- Make website platforms and content upgrades
 - SHPO's website has a frequently-asked-questions section formatted to allow visitors to identify relevant topics efficiently.
 - SHPO has developed and regularly updates web-based applications called [story maps](#) that interpret place-based history. SHPO's story maps include Montana's [National Register](#) properties and [Montana's Shared Heritage](#) depicting state agency heritage property stewardship
 - As projects are completed, SHPO is building a story map showing SHPO's positive impact on preservation projects benefitting from SHPO's [Revitalizing Montana's Rural Heritage](#) grant.
- Continue to develop walking tour and travel map apps
 - SHPO and the Montana Historical Society's Outreach and Interpretation (O&I) program continue to build the online [Historic Montana](#) application, which provides a statewide view of each National Register listed property with an O&I-produced interpretive sign. As of September 2022, Historic Montana interprets 1,908 properties across Montana.
 - SHPO has had no requests for support in developing or reprinting [walking tour](#) materials.
- Contribute to Montana Memory Project
 - SHPO contributed histories, photographs, and architectural descriptions of properties across the state associated with [African American history](#)
- Produce publications, press, and other printed materials
 - SHPO collaborated with the Montana History Foundation to publish [The Best Gift: Montana's Carnegie Libraries](#) in 2019.
 - The Autumn 2020 edition of Montana the Magazine of Western History published *The Success of Montana's Warm Springs Game Bird Farm, 1929-1983*, by Cole Wandler. Montana Fish, Wildlife, and Parks commissioned the story as part of mitigation for the 2018 removal of historic properties as Warm Springs Game Bird Farm.
 - Print media releases are issued three to five times per month covering National Register

listings, SHPO outreach, and recognition of preservation achievements with a SHPO connection. Each news item is posted on [Facebook](#).

- SHPO provided subject matter expertise in archaeology for the Montana Historical Society's new Homeland museum exhibit.

3. *More fully incorporate academia and professional expertise in the discussion of historic preservation issues and the training of preservation professionals.*

- Encourage academic fieldwork and research in Montana
 - In January 2022, SHPO established the *Archaeology Research in Montana Fellowship*, and awarded its first fellowship for University of Montana Anthropology Graduate Student, Andrea Shiverdecker. Ms. Shiverdecker is researching Garnet Ghost Town using field work and SHPO's collection of cultural resources reports on the topic.
 - SHPO sponsored and participated in the June 2022 Missouri Headwaters State Park field school in collaboration with Montana Fish, Wildlife, and Parks, and Salish-Kootenai Tribal College. Work involved survey and documentation of rock art in the state park.
- Create student internship opportunities
 - University of Montana (UM) Public History Student Kali Zaglauer interned with SHPO in 2022 to research UM's Black Student Union and collect primary source materials for SHPO's Black Montana documentary.
- Become a resource for university and tribal college historic preservation, history, and anthropology programs
 - SHPO staff provide three lectures annually in University of Montana Professor, Mike Monsos' Historic Preservation class.
 - Two SHPO staff lecture annually in a Carroll College anthropology class.
 - SHPO staff lectures annually in Montana State University-Bozeman Professor Janet Ore's Public History class.
 - MSU Architecture Professor Maire O'Neill invited SHPO staff to critique her students' remodel designs for the MSU-Bozeman Danforth Chapel in 2021.
- Integrate preservation into current geographic information systems (GIS) and use GIS layers and tools in research
 - SHPO has achieved full [digitization](#) of hard copy files and creation of GIS shapefiles depicting cultural resource site locations.
 - As time and funding permit, SHPO is developing an archaeological site probability model using GIS map layers and tools to predict probability of human occupation based on elevation, ground slope, proximity to water, soil types, and precipitation.
- Identify historic properties and preservation issues on campuses
 - SHPO consults frequently with the Montana University System under the State Antiquities Act, and reviews and comments on campus' heritage stewardship reports each biennium.
 - SHPO established programmatic agreements with the University of Montana-Missoula and with the Montana State University system to streamline Antiquities Act consultation.

II. ISSUE: LACK OF PUBLIC APPRECIATION

GOAL II: CELEBRATE - MARKET PRESERVATION THROUGH OUTREACH, RECOGNITION, PRAISE, AND ACKNOWLEDGEMENT.

Objectives:

1. *Use traditional and social media (e.g., television, print, internet) often to convey historic preservation stories, successes, and opportunities.*
 - Generate regular press releases for local preservation events, projects, and National Register listings
 - SHPO works three to five times per month with Montana Historical Society's Public Information Officer to release news items on National Register listings, SHPO-affiliated preservation successes, and staff projects. Each news item appears in the Montana Historical Society's [Facebook](#) account and is chronicled in SHPO's quarterly and [annual reports](#).
 - Create feature stories illustrating both practical and novel approaches
 - See above
 - PSA development with recognizable spokespersons
 - SHPO has not done this
 - Radio programming
 - [Yellowstone Public Radio](#) featured SHPO's *Black Montana* documentary
 - SHPO's *Hidden Stories* documentary on Montana's Black history was completed in September 2022, premiered October 7 at the Myrna Loy Center, Helena, and January 15, 2023 on Montana PBS. The professionally made documentary is the culmination of SHPO staff's historical research and oral history interviews begun in 2007.
2. *Create forums to acknowledge and reward outstanding achievements and efforts in historic preservation.*
 - Support existing award ceremonies
 - SHPO staff participate in Certified Local Government (CLGs) preservation award ceremonies when invited to do so. SHPO staff have been keynote speakers in 2019 at Bozeman's awards, and in 2022 in Lewistown.
 - Re-invigorate local awards and recognition
 - CLGs decide if they will host award ceremonies. No CLGs held ceremonies during COVID.
 - Establish meaningful awards and presentations
 - SHPO staff spoke at Arlyne Reichert's Montana Historical Society (MHS) Heritage Keeper award ceremony in Great Falls in 2022. MHS recognized Ms. Reichert for her 20 years spent preserving Great Falls' 10th Street Bridge.
 - With participation from the Governor's Office, SHPO conducted its biennial preservation awards ceremony in 2019 and 2021 recognizing the biennium's National Register listings and statewide preservation achievements by private entities. SHPO hosted virtual awards in 2021 and mailed plaques to recipients.

- Continue the biennial Montana Preservation Road Show
 - SHPO sponsors and supports this event, which occurs in a different Montana locale annually.
 - Nominate Montana projects for national awards
 - In 2018, the [American Association of State and Local History](#) presented SHPO's Kate Hampton and contract historian Delia Hagen, PhD an award for their work on the Montana African American Heritage Resources Project.
 - The [Vernacular Architecture Forum](#) awarded SHPO's Kate Hampton and contract historian Delia Hagen, PhD a Buchanan Award in 2019 for their work on the Montana African American Heritage Resources Project.
3. *Increase public recognition of heritage properties through signage, published materials, events, and programs.*
- Promote Montana National Register (NR) sign program and highway signage
 - SHPO promotes the NR sign program to owners of NR properties upon property listing. Individually listed properties average 12 annually, NR listed *districts* involve groupings of properties, such as commercial districts with hundreds of buildings.
 - SHPO's National Register staff collaborate with the Montana Historical Society's Outreach and Interpretation (O&I) program, whose staff write sign text and promote the sign program through [lectures](#) and [press](#).
 - The Montana Department of Transportation (MDT) administers the highway sign program. SHPO encourages MDT to introduce new signs and update existing signs.
 - Advertise and make preservation workshops and conferences open to the public
 - SHPO promotes its public appearances around the state through earned exposure in the form of press releases and social media. Local hosts also [promote events](#) featuring SHPO sponsorship and participation.
 - Increase visibility of annual preservation poster in public spaces
 - SHPO's annual preservation poster mailing list of 500+ includes Montana Association of Museums members, schools, and county libraries.
 - In 2022, SHPO staff replaced the poster with an equally visual and informative greeting card. SHPO provides those on the "poster mailing list" with four blank cards and envelopes that the recipient can send to friends not necessarily on SHPO's mailing list. The cards quadruple SHPO's outreach at no additional cost to SHPO. State Print, Mail, and Graphics Services print and mail card bundles for less than the cost of poster printing and mailing.
 - SHPO's 2022 cards depict the Montana Hotel, Anaconda; and the Miles City Waterworks Museum. SHPO awarded both properties *Revitalizing Montana's Rural Heritage Grants*.
 - Include heritage places and properties prominently in tourism ads and marketing
 - SHPO is not tasked with this since it does not conduct ad campaigns.
 - Attend and give public talks
 - SHPO staff and volunteers present various archaeology and pre-contact lifeway topics at the annual Montana Historical Society Archaeology Day for grade school students;
 - SHPO's Community Preservation Coordinator Presented the Certified Local Government program to Glendive community members and elected officials in 2019 as that community

considers establishing a local historic preservation commission.

- SHPO staff moderated *Places and Spaces: New Directions in Preserving and Interpreting Buildings and Landscapes* as part of the Montana State University, Bozeman's Strengthening the Ties that Bind: Public History in Montana.
- SHPO staff attend and participate in annual events including the Montana History Conference, Montana Archaeological Society Conference, and Preserve Montana Roadshow.
- SHPO's Cultural Records Manager and State Archaeologist presented the topic of researching pre-contact stone circles using SHPO's database to UM students in 2018 and 2019.
- SHPO's State Archaeologist presented [Part 6](#) in the series *Montana's Native People: Perspectives on the Clovis Child* hosted by the Yellowstone Gateway Museum via zoom in 2020. <https://www.youtube.com/watch?v=RMT1CmlhTE4>.
- The State Historic Preservation Officer and SHPO Compliance Officer presented *Consulting Under the State Antiquities Act* presented to state agencies via Zoom in 2020.
- SHPO's State Archaeologist presented *Ft. Ellis Archaeology* to MSU-Bozeman Facilities Planning Staff in 2020.
- SHPO's Community Preservation Coordinator presented "Montana's Carnegie Libraries" to Carnegie Libraries across Montana between 2019 and 2022.
- SHPO staff participation on a panel discussing the history of the public land use at the 2019 [National Council on Public History Conference](#) in Denver.

4. *Expand outreach and partnerships beyond the usual historic preservation audience.*

- Set-up informational tables in non-preservation venues
 - SHPO staff participated in pre-COVID, in-person Montana State University Extension's Reimagining Rural in 2018.
- Develop basic marketing displays and products
 - SHPO staff met with branding consultant Sovrn as part of the Montana Historical Society's rebranding in 2021.
- Experiment with new groups and audiences
 - SHPO staff present forensic archaeology to Helena Public School's PEAK students annually.
 - SHPO staff present an overview of Montana archaeology as part of the Montana Starbase program for grade schoolers annually.
 - SHPO promoted 2018 Montana Mainlines railroad poster through railroad enthusiast networks and fulfilled demand for the poster upon request; distributed 2019 Carnegie Library poster in conjunction with SHPO staff speaking engagements and provided libraries with additional copies for distribution to library board members and patrons.

III. ISSUE: INCOMPLETE RECORD – UNDER 7% OF MONTANA IS SURVEYED FOR HERITAGE PLACES

GOAL III: LOCATE - IDENTIFY AND DOCUMENT MONTANA'S HISTORIC, PRECONTACT, AND TRADITIONAL CULTURAL PLACES.

Objectives:

1. *Survey or support the survey of un-inventoried public and private properties throughout the state.*
 - Prominent, but presently undocumented heritage places
 - SHPO provided technical support for survey and National Register eligibility evaluation of multiple prominent, but undocumented properties: Lewis & Clark Caverns, Jefferson County; Western Clay Manufacturing, Lewis & Clark County; 17 formerly Montana Department of Transportation (MDT)-managed navigational airway beacons across Montana; Billy Miles (Teslow) Grain Elevator, Livingston; Dillon City Hall; Symmes Park Missile, Lewistown; and the Pugsley Bridge, Liberty County.
 - Properties associated with under-served or under-represented groups
 - SHPO provided technical support for survey and National Register eligibility evaluation for: the Native American affiliated Sacred Heart Church, Blaine County, and St. Paul's Mission Church, Hayes; the Black affiliated Shaffer's Chapel AME Church, Butte, and the Lyman-Neel Residence, Helena.
 - Historic communities with no previous historic inventory
 - SHPO provided technical support for the survey and National Register eligibility evaluation for the Howard Lepper Memorial Hall, Flatwillow, Petroleum County; F. M. Mack Mercantile, and Quinn's Garage, Augusta.
 - Endangered or at-risk properties
 - SHPO provided technical support for the survey and National Register eligibility evaluation for 17 navigational airway beacons MDT would remove or convey to non-state ownership; and Sacred Heart Church, Blaine County, which has been unoccupied and unmaintained for over two decades.
 - Public properties, especially state and federal managed sites
 - State, and federal agencies submitted surveys to SHPO identifying 896 National Register eligible properties between 2018 and 2022.
 - Tribal cultural properties (if appropriate)
 - SHPO provided technical support for the survey and National Register eligibility evaluation for the Everson Creek Archaeological District, Beaverhead County.
2. *Encourage a holistic, landscape approach, when possible, to the identification and explanation of the relationships among individual properties.*
 - Implement a successful cultural resource landscape case study
 - SHPO and the Yellowstone County-Billings Certified Local Government implemented a landscape study of Pioneer Park's designed landscape;
 - SHPO is contracting with Lost Horse Archaeology to conduct a study of high elevation, pre-

contact stone alignments built on axis with the cardinal directions. Lost Horse will review and ground truth survey reports that identify such features. The current study will identify any commonalities among the features supporting the hypothesis that the alignments were way-finding devices.

- Sponsor a landscape identification workshop with the National Park Service
 - SHPO has not sponsored this
- Identify potential rural agricultural landscapes
 - SHPO has not identified rural agricultural landscapes
- Apply landscape approach to urban settings
 - SHPO and the Yellowstone County-Billings Certified Local Government implemented a landscape study of Pioneer Park's designed landscape.
- Investigate historic battlefields using Key terrain, Observation and fields of fire, Cover and concealment, Obstacles, and Avenues of approach/withdrawal (KOCO) military terrain analysis, per NPS American Battlefield Protection Program (ABPP) guidance
 - SHPO is providing the American Battlefield Trust information from SHPO's database for the organization's Great Sioux War of 1876-1877 study supported with a 2022 ABPP grant.

3. *Enhance the management of and access to cultural resource property information.*

- Utilize the State Antiquities Database (SHPO) as a clearinghouse of property records
 - SHPO provides information to qualified consultants and agency personnel on documented sites containing cultural resources. Between 2018 and 2022, SHPO fulfilled 3,682 file search requests from agencies and consultants.
- Develop more public access to non-sensitive documentation
 - SHPO provides access to non-sensitive documentation through its public-facing [Cultural Resource Database](#).
- Assist local inventories
 - SHPO supports Livingston's and Bozeman's ongoing historic district survey updates through the Certified Local Government program.
- Contribute to the Montana Memory Project (Montana State Library)
 - SHPO contributed histories, photographs, and architectural descriptions of properties across the state associated with [African American history](#).
- Develop data access and sharing agreements with tribes and land managing agencies to share and protect information
 - SHPO has data sharing agreements with state and federal agencies such as the Bureau of Reclamation, Montana Department of Transportation, Natural Resources Conservation Service, and each of Montana's Tribal Historic Preservation Offices.

IV. ISSUE: WHAT IS IMPORTANT IN MONTANA AND WORTHY OF OUR PRESERVATION?

GOAL IV: EVALUATE - ASSESS THE SIGNIFICANCE AND INTEGRITY OF MONTANA'S HERITAGE PLACES

Objectives:

1. *Guide the development and use of historical contexts for evaluating the significance and integrity of Montana's precontact, historic, and traditional cultural sites.*
 - Develop Multiple Property Documents (MPD) with contexts for related properties
 - In conjunction with the Montana Department of Transportation, SHPO developed the Sentinels of the Airways: Montana's Airway Beacons, 1934-1969 MPD released in 2019.
 - SHPO obtained a National Park Service Underrepresented Communities Grant to pay for the Black Montana MPD, released in 2022.
 - Expand the African American Heritage Places MPD to other communities
 - SHPO supported the nomination of the historically black-owned Driver's Saloon and Club Rooms, Anaconda in 2022.
 - Revive the *Montana Mainstreets* series of published local city histories
 - No communities have sought SHPO collaboration on this.
 - Underwrite research and historic background for better understanding of common or problematic property types
 - SHPO has not accomplished this.
 - Share best practices and make existing studies accessible
 - SHPO's [website](#) is a clearinghouse of best practices in preservation from [hands-on building repair and rehabilitation](#) to [high plains and northern Rockies archaeology](#); from SHPO's [regulatory role](#) to its more commemorative [National Register](#) role.
2. *Promote forums that investigate and assess the significance of Montana's heritage properties.*
 - Host National Register workshops, fieldwork, and other presentations to discuss property significance
 - SHPO's Community Preservation Coordinator, who works primarily with Certified Local Governments (CLG), meets with CLG Historic Preservation Officers annually to train new historic preservation commission members on preservation topics, primarily the National Register program and what constitutes National Register *eligibility*.
 - At the property owner's invitation, SHPO staff conducted fieldwork at Beavertown, in Jefferson County, to survey, inventory, and evaluate the property's historical significance. In so doing, staff educated the three family members who participated on the National Register nomination process, archaeological survey methods, and new aspects of the property's history SHPO uncovered through research.
 - SHPO staff lectures on National Register eligibility criteria annually to University of Montana students taking Professor Mike Monsos' historic preservation class.
 - Staff responds to multiple public inquiries each week regarding the National Register status of properties and eligibility criteria for unlisted properties.

- Advertise and promote attendance at State Preservation Review Board meetings
 - SHPO hosts review board meetings three times annually. Staff post meeting information on [SHPO's website](#) and prominently at SHPO's office per Montana's public meeting laws. Staff produce press releases for [articles](#) on properties being nominated with information on the upcoming review board meeting.
 - SHPO invites all owners of properties being nominated to the National Register to participate in meetings.
 - Certified Local Governments with National Register nominations occurring in their jurisdiction are invited to comment on nominations and invited to meetings 60 days prior to meetings.
 - SHPO accommodates those who cannot attend meetings in person by offering meeting access via Zoom.
- Encourage regular meetings amongst heritage personnel of state and federal agencies
 - SHPO meets regularly with federal and state land-managing agencies and with Federal Energy Regulatory Commission licensees. Meetings are typically related to establishing consultation expectations for unconventional agency undertakings. Several programmatic agreements between SHPO and agencies call for annual meetings.
- Use social media to create and gauge public interest and ideas
 - SHPO's Administrative Assistant works with SHPO staff to develop Facebook posts shared on the Montana Historical Society's (MHS) [Facebook](#) page. [Facebook posts](#) following 2022 flooding north of Yellowstone National Park generated considerable interest with over 8,000 views, 4,700 shares, and 313 comments.
- Invite professionals to discuss current research
 - SHPO's archaeology staff work with the Montana Archaeological Society (MAS) to identify speakers for the annual MAS conference.
 - SHPO's contract with Lost Horse Archaeology obligates the company to publish its SHPO-funded research on pre-contact, high altitude stone alignments, in a scholarly journal and at either the MAS conference, the Montana Historical Society (MHS) History Conference, or an equivalent public event SHPO considers appropriate.
 - SHPO has invited professionals in the fields of GIS mapping, architecture, historical research, and economic development to present at the MHS History Conference's Preservation Workshop.

3. *Encourage and assist owners to document and list properties in the National Register of Historic Places.*

- Develop more user-friendly step-by-step guidance
 - SHPO's National Register [webpage](#) has been reorganized into a frequently asked questions format efficiently answering common questions about nominating properties to the National Register, accessing existing nominations, and what limitations, protections, or incentives National Register listing establishes.
 - Property owners can explore SHPO's new [Interactive Map](#) and [Historic District Spreadsheets](#) to determine if a property is listed in the National Register.

- Provide a clearinghouse of examples and best practices
 - SHPO staff answer public requests for guidance on the nomination process, and work with between 10 and 15 nomination authors every year.
 - SHPO provides National Register program literature and sample National Register nominations to property owners new to the process.
- Maintain lists at the state and local level of the most significant Montana properties not yet listed in the National Register of Historic Places
 - SHPO and likely Certified Local Governments do not compile such a list.
- Seek financial support through grant funding and donations.
 - The National Park Service has awarded SHPO two Underrepresented Communities Grants to nominate properties associated with Black history in Montana, and to nominate Chinese affiliated properties.
 - SHPO actively engages with its donors through thank-you cards that report on activities paid for with donor support.
- Use historic anniversaries (e.g. WWI Centennial) to promote associated National Register property listings
 - SHPO recognized the 100th anniversary of the National Register listed Fort Harrison in a May 10, 2022 Facebook post promoting the property's National Register status, and May 20th celebratory events at the fort.

V. ISSUE: LACK OF FINANCIAL RESOURCES, SUPPORT AND POLITICAL CLOUT

GOAL V: ADVOCATE - SEEK AND SECURE SUPPORT OF PRESERVATION THROUGH FUNDING, INCENTIVES, AND LEGAL PROTECTIONS.

Objectives:

1. *Research, learn and promote the cultural, social, and economic benefits of historic preservation.*

- Conduct well-documented studies on the benefits of historic preservation in Montana, using recognized measures
 - SHPO has not done this.
- Create and share a digest of Montana case studies and success stories
 - SHPO is creating an online story map showing the location of Montana's 79 Federal Rehabilitation Tax Credit projects in 19 communities representing over \$80 million in private sector rehabilitation investment. The story map currently features locations of [Revitalizing Montana's Rural Heritage \(RMRH\) grants](#). SHPO will continually update the map to reflect new projects.
- Link to national research and results
 - SHPO distributes the National Park Service's [Annual Report on Federal Tax Incentives for Rehabilitating Historic Buildings](#) to Certified Local Governments, Preserve Montana, and to the public upon request.
- Teach Montana Preseconomics 101
 - *Preseconomics* or [preservation economics](#) refer to the notion that preservation involves the repair of existing buildings and not from-the-ground-up new construction. Repair of existing buildings is typically more labor intensive and less material intensive than new construction. Preservation projects that are more labor-intensive and less material intensive tend to put more money into local circulation. Projects that are less labor intensive than preservation and are more material intensive tend to send more money out of the community to places—sometimes outside of the state or country—where construction materials are manufactured. SHPO makes this point in its presentations on Federal Rehabilitation Tax Credits.

2. *Provide leadership and vision in historic preservation.*

- Public speaking and writing
 - SHPO's primary leadership in historic preservation comes through public speaking, most notably in annual lectures at University of Montana, Montana State University, and Carroll College. Staff also speak at Montana's libraries and museums.
 - SHPO staff present preservation topics to preservation commissions within Certified Local Governments and to attendees at the Montana Historical Society's annual History Conference's Preservation Workshop.
- Local preservation assistance and training; Outreach to communities
 - SHPO's Community Preservation Coordinator has visited communities such as Dillon, Glendive, and Hamilton to discuss the option of local government certification that would establish funding and support from SHPO for a local preservation commission.

- SHPO's Historic Architecture Specialist has visited non-Certified Local Government communities such as Glendive, Winnett, Eureka, Libby, Kalispell, and Boulder to discuss preservation projects.
 - Communicate pro-actively with or in response to elected officials, administrators, boards and decision-makers at all levels
 - SHPO provides information during legislative hearings on preservation topics such as the State Rehabilitation Tax Credit.
 - SHPO's Historic Architecture Specialist met on site with Red Lodge property owners, the mayor and city commissioners to discuss potential preservation funding following June 2022 floods.
3. *Encourage compliance with existing preservation legislation and encourage new laws and incentives to protect heritage properties.*
- Increase public agency awareness of historic preservation responsibilities
 - SHPO has increased public agency awareness of preservation responsibilities primarily on the state level. State agencies' biennial Heritage Stewardship reporting has presented state agencies and SHPO with opportunities and reasons to meet more regularly. Programmatic Agreements between SHPO and the General Services Division; SHPO and Montana State University; and SHPO and the University of Montana outline preservation responsibilities while introducing streamlined consultation between SHPO and these agencies.
 - Recognize and reward good public stewardship
 - SHPO recognizes noteworthy agency stewardship through its biennial preservation award ceremony. An example is the [2021 Governor's Award](#), which went to the Veteran's Affairs (VA) for its facilitating the Freedom's Path veterans housing project at the National Register listed Fort Harrison.
 - Identify and question areas of non-compliance
 - SHPO engages with non-compliant agencies as needed to identify how the agency can fulfill its consultation responsibilities under the National Historic Preservation Act or the Montana State Antiquities Act.
 - Find and/or assist legislative sponsorship, as appropriate, for improving and funding historic preservation
 - As state employees, SHPO staff are not entitled to lobby legislators.
4. *Seek and obtain additional financial resources to enhance and supplement existing funding for historic preservation.*
- Request increased state budget support for historic preservation in Montana, including state match for the programs of the Montana State Historic Preservation Office
 - As state employees, SHPO staff are not entitled to lobby legislators.
 - Identify cost-share opportunities and federal-state-private partnerships
 - SHPO has secured funding from the Bureau of Land Management and Natural Resources Conservation Service to support development, maintenance, and data storage of SHPO's GIS-linked database.

- SHPO has partnered with Montana Fish, Wildlife, and Parks (FWP) to document rock art at Missouri Headwaters State Park.
- Enhance grant-writing skills
 - SHPO has not worked to enhance its staff's grant-writing skills. In the life of the 2018-2022 plan, SHPO has received hundreds of thousands of dollars in grants from the National Park Service's Historic Preservation Fund, its Underrepresented Communities Grant, and Paul Bruhn Revitalization Grant; from Humanities Montana, the National Trust for Historic Preservation, and Greater Montana Foundation. Upon request, SHPO frequently works with others pursuing grants, providing comments and direction on draft grant applications.
- Explore non-traditional sources of funding, including fees, donations and sponsorships
 - SHPO engages its donors, thanking them for their support of SHPO's initiatives, which include hosting interns, producing the *Hidden Stories: Montana's Black Past* documentary, and research partnerships with FWP.
- Strengthen funding available for emergency situations
 - SHPO has not developed this.
- Seek continued funding for battlefield landscape studies from the National Park Service (NPS) American Battlefield Protection Program (ABPP)
 - SHPO has not sought continued funding from NPS, since the ABPP appears to be robust. In 2022, SHPO supported the Selection of the American Battlefield Trust for an ABPP grant to study the Great Sioux War of 1876-1877.

VI. ISSUE: WORKING TOGETHER IN A LARGE STATE WITH FEW PEOPLE

GOAL VI: COLLABORATE - WORK TOGETHER WITH PRESERVATION PARTNERS TO PRESERVE MONTANA'S HISTORIC, PRECONTACT, AND TRADITIONAL CULTURAL PROPERTIES.

Objectives:

1. *Reach out to federal, state, tribal, local, public, and private preservation stakeholders.*
 - Increase awareness among the different preservation programs and people within Montana
 - SHPO staff are in frequent contact with the historic preservation officers working for Montana's Certified Local Governments, Tribal Historic Preservation Officers, Preserve Montana, private sector professionals and property owners, and federal and state agency personnel. In this communication, SHPO is sharing information from the state and national perspective and receiving information from others' perspectives.
 - SHPO maintains an active social and mass media presence to increase preservation awareness among those unaffiliated with a group.
 - Recruit expertise at the local, state, tribal and federal level as needed
 - SHPO regularly reaches out to these parties when they can answer questions SHPO staff are not able to, or can enhance SHPO staffs' expertise on a topic.
 - Respond to inquiries and requests from other preservation stakeholders
 - Between October 1, 2017 and September 30, 2022, SHPO's 11-person staff responded to 10,101 phone calls, 18,400 emails, and participated in 698 meetings with 2,369 participants. SHPO staff tally communications quarterly and exclude in-house communication among SHPO and Montana Historical Society staff from these tallies.
2. *Solidify existing and form new partnerships for the benefit of historic preservation*
 - Sponsor or participate in forums to share ideas, experience, and information with colleagues and other like-minded individuals.
 - SHPO sponsors, attends, and/or presents at numerous annual conferences including conferences by Preserve Montana, the Montana Archaeological Society, National Trust for Historic Preservation, National Conference of State Historic Preservation Officers, and the Montana History Conference Preservation Workshop.
 - When conference sessions apply to Montana preservation and when funds are available, SHPO has attended and/or presented at conferences hosted by the American Association of State and Local History, Vernacular Architecture Forum, Montana Downtown Association, National Council on Public History, and the National Association of Tribal Historic Preservation Officers.
 - Attend and share new information at established conferences and workshops
 - See above

- Support and participate in the biennial Montana Preservation Road Show as a cross-section of Montana preservation programs and efforts.
 - See above
3. *Meet and work regularly with tribal cultural representatives to facilitate more consideration of tribal perspectives in historic preservation.*
- Establish tribal consultation protocols
 - SHPO has data sharing agreements with each Tribal Historic Preservation Office (THPO) in which THPO's can access SHPO's GIS integrated database of known cultural resources, and THPOs have the option to provide SHPO information on new cultural resources that THPOs identify through survey.
 - Host or participate in Tribal Historic Preservation Office (THPO) Summits
 - SHPO is organizing a May 2023 THPO summit in Helena.
 - Make indigenous collections accessible to collaborative management and stewardship
 - SHPO's indigenous collections include GIS information and reports on known cultural resource sites with particular relevance to indigenous people. THPOs access information through data sharing agreements and can manage and provide stewardship of sites accordingly.
4. *Harness the growing momentum and local enthusiasm of the Montana Main Street Program and the larger work of the Montana Department of Commerce for historic preservation.*
- Advertise Department of Commerce assistance in planning and implementation
 - Upon applicants' requests, SHPO staff advises on the architectural aspects of would-be Montana Department of Commerce Historic Preservation Grant projects. The basis of SHPO's comments is the [Secretary of the Interior's Standards for the Treatment of Historic Properties](#) (Standards).
 - In conjunction with Commerce staff and the Tourism Advisory Council, SHPO staff review and score Commerce's Historic Preservation Grant applications.
 - Upon property owners' requests, SHPO reviews and advises on Montana Main Street Program-funded preliminary architecture reports (PAR) that involve historic properties. PARs explore reuse and rehabilitation scenarios for underutilized buildings. Frequently, owners of properties that are the subject of PARs eventually pursue federal funding or tax incentives, which will mandate SHPO's review.
 - Coordinate outreach and trainings with the Montana Main Street Program
 - SHPO has not done this.
 - Strengthen connections between the Certified Local Government (CLG: SHPO/NPS) program and the Montana Main Street program
 - Twelve (12) of [Montana's 16 CLG](#) communities are also [Montana Main Street Program](#) communities. These include Havre, Great Falls, Helena, Butte, Deer Lodge, Anaconda, Livingston, Red Lodge, Lewistown, Billings, Hardin, and Miles City.
 - The Lewis and Clark County CLG reviewed and commented on the Main Street-funded [Cruse Avenue Revitalization Plan](#).
 - Butte-Silver Bow's CLG reviewed and commented on the Main Street-funded [Butte Uptown](#)

[Master Plan](#); with SHPO, the CLG provided technical guidance on the Main Street-funded preliminary architectural report (PAR) for the Hotel Finlen.

- Deer Lodge's CLG works with the local Main Street group to identify funding, and advise on the rehabilitation on the Hotel Deer Lodge. The CLG also obtained grant funds for a PAR and masonry repairs to [Discover Deer Lodge's](#) office building at 502 Main Street.
- The [Anaconda-Deer Lodge County](#) CLG established a local preservation plan, paid for with Montana Main Street funds.
- [Livingston's](#) and [Hardin's](#) CLGs participated in planning and visioning, and commented on their communities' Main Street funded Downtown Master Plans.
- Miles City's CLG administered a Montana Main Street funded Façade Improvement Program to incentivize building improvements and enhance the historic downtown.

VII. ISSUE: WORKING OUTSIDE OF THE IMMEDIATE PRESERVATION COMMUNITY

GOAL VII: INTEGRATE - INCORPORATE HISTORIC PRESERVATION INTO OTHER PROGRAMS, PROJECTS AND POLICIES THAT HAVE THE POTENTIAL TO BENEFIT OR HARM HERITAGE PROPERTIES.

Objectives:

1. *Integrate historic preservation in public planning, policy-making, and politics at all levels.*
 - Meet with city-county planning departments to discuss historic preservation
 - SHPO accomplishes this primarily with Certified Local Governments that have their preservation commissions under the city or county planning departments. SHPO has met to discuss possible CLG participation with Hamilton, Dillon, Stevensville, and Glendive planning departments.
 - Increase visibility and standing of local historic preservation commissions
 - This is the responsibility of Certified Local Governments (CLG), their preservation officers and commissions. Preservation officers have raised their program profile by being proactive in community projects. Beyond collaborative projects with the Montana Main Street Program identified under Goal VI, CLGs have raised their profile in numerous ways.
 - Havre-Hill County obtained grants and coordinated the rehabilitation of Fort Assiniboine's Amusement Building.
 - Big Horn County has an informational table at Hardin's Farmers Market and an architectural scavenger hunt.
 - Lewis & Clark County is fundraising for the Helena Fire Tower restoration and obtained grants for a preliminary architectural report (PAR) for the Montana Club;
 - Bozeman and Livingston are updating their downtown National Register historic districts.
 - Billings-Yellowstone County have nominated the county-owned Billings Mausoleum and city-owned Pioneer Park.
 - Butte-Silver Bow County obtained grants and is managing the Basin Creek Caretakers House rehabilitation.
 - Miles City obtained grants for a Miles City Depot PAR.
 - Grow state legislator awareness
 - SHPO provides information during legislative hearings on preservation topics such as the State Rehabilitation Tax Credit.
 - Per [22-3-423](#) and [22-3-424](#) SHPO and the State Historic Preservation Review Board [report](#) to the Legislative Education Interim Committee on state agencies' stewardship of heritage properties and agencies' consultation with SHPO under the Montana State Antiquities Act.
 - Monitor state and federal agency stewardship and compliance
 - See above

- Incorporate consideration of historic properties into disaster planning and recovery
 - Local governments tailor emergency and disaster response plans to their community's attributes. SHPO is responsive to those requesting information on preservation grants that could help in disaster recovery.
 - SHPO provides records of SHPO compliance for gravel operations potentially involved with FEMA disaster recovery projects.
 - SHPO has integrated emergency response protocols into programmatic agreements with agencies such as the U.S. Forest Service and National Park Service that are routinely faced with emergency responses.
2. *Participate in reviews and comments on undertakings involving heritage properties, pursuant to federal, state and local preservation laws.*
- Promote ["A Citizens Guide to Section 106"](#) and other public participation guidance
 - SHPO distributes A Citizens Guide to Section 106 electronically or in hard copy in response to relevant situations. SHPO's compliance [webpage](#) features a link to this document.
 - Participate in public meetings and hearings, as appropriate
 - SHPO does not intervene in public proceedings where it lacks jurisdiction or an invitation to participate. Local planning and/or elected officials from Hamilton, Stevensville, Dillon, Glendive, and Anaconda have invited SHPO's participation in public meetings on preservation topics.
 - Prepare written comments, reviews, and editorials
 - Beyond its regulatory role, SHPO staff review and provide comment regarding treatment of historic properties, identification of archaeological artifacts or in-situ archaeological features upon property owner request. Examples include Beavertown, Jefferson County, Placer School, Broadwater County, Charlie Russell Museum, Great Falls, and the Stensrud Building, Missoula.
 - Missoula, Miles City, Anaconda-Deer Lodge County, Deer Lodge, and Bozeman invited SHPO to review and comment on local preservation ordinance revisions.
 - Acknowledge good stewardship
 - SHPO recognizes noteworthy preservation work, stewardship, and advocacy through its biennial preservation award ceremony. In addition to awards, SHPO acknowledges owners of properties listed in the National Register during the biennium.
3. *Engage with interest groups that may approach heritage properties from other perspectives*
- Contact and offer to meet with realtors, developers, contractors, outfitters/guides, architects, recreational and conservation groups, etc.
 - SHPO staff participated in Montana State University Extension's [Reimagining Rural](#) organization that describes its members as "local volunteers and leaders" dedicated to the success of their communities.
 - SHPO staff met with members of [Invest in Helena](#), an organization made up of Helena real estate professionals, to brainstorm ideas for the organization's meet-and-greet event. SHPO promoted the Federal Rehabilitation Tax Credit program at the event.

- Provide information regarding historic preservation philosophies and programs
 - SHPO provides this information at each of its presentations.
- Participate in alternative conferences and trade shows
 - SHPO has not done this.

4. *Compile and make available answers to frequently asked questions about historic properties and historic preservation.*

- Speak to the myths and realities of historic preservation
 - SHPO routinely explains the limits of preservation regulations and the National Register program to those who believe SHPO is authorized to intervene in private property decisions or undertakings paid for with private funds. SHPO defers interpretation of local preservation ordinances to local government authorities.
- Provide easy access to resources for more information or points of contact
 - SHPO has distilled its website down to salient information, links, and frequently asked questions on each webpage. Staff contact information is posted for situations that require nuanced discussion and SHPO recommendations.
- Address most commonly asked questions first
 - See above

5. *Gather public input on preservation priorities*

- Seek funding to contract for a professional public survey for development of the next Montana Historic Preservation Plan, 2023-2027
 - SHPO developed and promoted its survey statewide through numerous social media posts, at in-person events, through direct appeals via email and traditional mail. The outreach effort attracted 570 participants.
 - The State Historic Preservation Review Board met to identify preservation issues and recommend objectives for SHPO and Montana's preservation community to take on in the life of the plan.
 - SHPO staff interviewed 22 preservation stakeholders from agencies, non-profits, academia, Tribal Historic Preservation Offices, and the private sector. Those interviewed identified preservation issues and recommended objectives for SHPO and Montana's preservation community to take on in the life of the plan.
 - SHPO shared draft preservation plans in pursuit of comments from the public, State Historic Preservation Review Board members, those interviewed for the plan, and the Governor's Office. The final plan reflects SHPO's efforts and participants' input.

RESOURCES AT RISK

While there have been causes for celebration in preservation, those who responded to SHPO's planning survey describe population booms and related development pressures that commenters believe are at odds with historic buildings and landscapes. Some survey responses also describe many historic, precontact and traditional cultural properties as vulnerable to loss because they are underutilized. Property owners contacting SHPO in search of preservation funding describe scenarios where a shrinking community population reduces real estate values and removes the viability of a commercial enterprise occupying a historic building. Reduced equity in a home or cashflow in a commercial building has negatively impacted owners' ability to maintain their historic buildings.



Wheeler Complex, post fire Glacier National Park

Beyond matters of population, natural disasters such as 2022 flooding in Stillwater, Carbon, and Park Counties affected historic buildings, structures, and archaeology, and led to state of emergency declarations by Governor Gianforte and President Biden. Relative to floods, wildfire is more common and typically larger scale threat to historic places. The devastating 14,522-acre Howe Ridge Fire in 2018 took out 13 National Register (NR) listed residences and 14 secondary buildings making up Kelly's Camp and the Wheeler Compound—though the Wheeler Cabin survived. The condition of a subset of Montana properties – that of state-owned heritage properties – has been formally assessed biennially by state agencies, the state preservation review board, and the State Historic Preservation Office in *Montana's Shared Heritage*, Biennial Reports on the Status, Condition and Stewardship of Montana's State-owned Heritage Properties (2012--2022). Of 425 state-owned historically significant properties reported on most recently in 2022, 48 (11%) were characterized as *poor* or *failed* and four heritage properties were demolished.

Resource conditions for precontact sites are more difficult to document and analyze, but the themes are familiar. These include residential development into formerly rural areas, intensified recreational use of open space, acts of vandalism against rock art, impacts from natural resource extraction, and land reclamation. With large-scale landscape projects to reduce the risk of calamitous wildfires, or emergency actions taken to limit the spread of an active fire, unintentional impacts to subsurface resources are inevitable despite safeguards in place. All constitute real threats to archaeological properties and traditional cultural areas susceptible to ground disturbance activities. In addition, the anonymity of archaeological sites (both precontact and historic) makes it difficult to rally support for their protection. While most archaeological sites, if known, can be avoided by project developments, avoidance in and of itself does not ensure preservation.

Several Montana preservation organizations have risen to the challenge by supporting substantive planning and bricks-and-mortar projects with historic property owners and communities. In addition to the on-going federal and state rehabilitation tax credit programs that SHPO administers, in 2019, the National Park Service awarded SHPO funds from the agency's Paul Bruhn Grant. In turn, SHPO established its Revitalizing Montana's Rural Heritage (RMRH) grant. In its 2019-2023 grant cycle, RMRH will have awarded just under a half-million dollars to rehabilitation projects involving eight (8) National Register listed properties in rural communities. Projects include the F.M. Mack Mercantile, Augusta; Miles City Waterworks; Dion Block, Glendive; Roundup Central School; Basin Creek Caretakers House, Silver Bow Co.; Ft. Assinniboine Amusement Hall, Hill Co.; Montana

Hotel, Anaconda; and the I.G. Baker House, Ft. Benton. Outside of RMRH, SHPO has also supported feasibility studies when funds are available.

Some RMRH grantees have described to SHPO difficulty in accessing architects, contractors, and suppliers willing to travel to rural job sites that may be hours away from the professional's established market. Accessing specialized professionals is particularly difficult when a project demands specific knowledge of sometimes arcane construction methods and materials. Remoteness of project locations can also drive up project costs. The RMRH grant incentivizes preservation to mitigate these difficulties.

The Montana Department of Commerce's (Commerce) Main Street Program awards approximately \$100,000 annually for planning efforts in five to ten affiliate communities. Projects have included master planning, preliminary architecture reports, National Register nominations, and community preservation plans. Commerce's Historic Preservation Grant debuted in 2020 and awarded \$5 million to 26 projects in 23 communities for planning and building rehabilitation.

The Montana History Foundation's (MHF) grant program awards a maximum of \$10,000 for projects involving archival storage of artifacts, historical research, and brick-and-mortar projects. A 2018 grant supported the restoration of windows at the Evelyn Cameron Heritage Museum in Terry. In 2019, MHF supported prismatic glass window repair at Sewell's Hardware Store in Uptown Butte. These are the type of important grassroots projects, often in rural places, that MHF supports.

Preserve Montana's *Restore Montana!* program trains property stewards as diverse as the U.S. Fish and Wildlife Service to the nationally significant Western Clay Manufacturing Company/Archie Bray complex in Helena. Grassroots volunteer organizations in our cities, including Preserve Historic Missoula, and Preserve Historic Bozeman have provided local leadership, often formed in response to a particular project, but determined to continue to help their community identify and implement improved processes.

Many of those who responded to SHPO's planning survey identify the trend of urban development coming at the expense of historic properties. Such comments are consistent with comments reflected in earlier plans. Survey responses in 2021-2022 identify preservation ordinances that have not resulted in buildings being saved, and Montana's [1.6% population growth](#) amid the COVID pandemic as driving the urban development trend. This survey, like earlier ones identifies funding and the high cost to preserve as significant challenges to those who wish to preserve.

Survey comments about Montana's population changes generally reflect county populations where places in and around urban centers show growth, and places outside of those areas show population decline. Commenters decry historic building losses in areas of both growth and decline. They reference the loss of grain elevators, and historic homestead cabins in rural places due to disuse. In urban areas, they reference the loss of places like Bozeman's small-scale historic homes in favor of new development.

THPO staffers are sometimes the last line of defense for sites of religious and cultural significance to their nation. THPOs have historically lacked sufficient funding to develop a comprehensive preservation infrastructure. In interviews, staff from these organizations described being understaffed while facing constant demands for their time and attention to comment on projects within reservation boundaries and beyond Montana's borders. A tribal nation's inability to visit sites and comment on undertakings due to workload may put heritage areas at risk.

The Little Shell Tribe received federal recognition in 2020 but is without tribal trust land and therefore without THPO status and accompanying federal funds. The Little Shell Culture Council operates on a variety of grants that pay for specific projects such as oral histories, but the Council has no budget for consultation tied to Section 106 reviews. Nonetheless, the Council takes on a daunting workload of Section 106 work that can last months if an undertaking involves sites significant to the Little Shell. The sustained demands on a THPO or Council member can exhaust available resources.

From the 2022 assessment of state-owned heritage properties described above, 25 out of 425 properties (6%) are identified as endangered and another 22 (5%) as threatened. Endangered state-owned properties include Main Hall at the Boulder Campus (Department of Justice), Fort Assiniboine (Montana Agricultural Extension Service), the Sara Bickford house and outbuildings in Virginia City (Montana Heritage Commission), and the Lee Homestead (DNRC).

Preserve Montana advocates for threatened properties, but has focused more on direct intervention wherever possible, through brick-and-mortar and documentation projects. Montana's one-room schoolhouses is the subject of a statewide, multi-year survey with SHPO's sponsorship. The survey culminates in 2023. Preserve Montana is actively rehabilitating the Baxendale School in Lewis & Clark County, and the Placer School in Broadwater County.

Despite some perennial negative trends in preservation identified in the survey, preservation successes remind us all that where there is a will, there is a way.

ISSUES, CHALLENGES, & OPPORTUNITIES IN MONTANA HISTORIC PRESERVATION

The state of historic preservation in Montana is impacted by issues at the national, state, and local levels. Common themes emerge from recent studies and conversations at all these levels. Key to planning for preservation's success is recognizing the challenges and identifying commonalities among stakeholders in these issues, so we may collaborate on solutions.

NATIONAL PERSPECTIVES

Establishment of the National Historic Preservation Act (NHPA) in 1966 formalized historic preservation as an important national policy and fundamentally changed America's relationship with its past. The Act's components and its amendments establish: the National Register of Historic Places, State and Tribal Historic Preservation Offices, the Certified Local Government preservation program, the Advisory Council on Historic Preservation, the Section 106 review process for federal undertakings, the Secretary of the Interior's Standards and Guidelines for Historic Preservation, preservation programs and staff positions within federal agencies, public-private partnerships, and the Historic Preservation Fund.

The Advisory Council on Historic Preservation (ACHP) established in the NHPA is an independent federal agency that promotes the preservation, enhancement, and productive use of our nation's historic resources, and advises the President and Congress on national historic preservation



As a boat, the Sinopah, which has sailed Lake McDonald in Glacier National Park for over 50 years, is a rarity among National Register listed properties.

ACHP Priorities

- ✓ Develop wider public and political support
- ✓ Provide leadership and expertise
- ✓ Expand and encourage public engagement
- ✓ Enhance further appreciation for heritage through formal and informal education
- ✓ Advance equity, inclusiveness, and diversity
- ✓ Recognize the full range of the nation's heritage
- ✓ Embrace and respond to the cultures, views, and concerns of indigenous peoples
- ✓ Obtain adequate and sustainable financial support
- ✓ Promote collaboration and partnership
- ✓ Address climate change, planning, and environmental sustainability
- ✓ Improve preservation processes and systems, including use of appropriate technology

issues and policy. Issues the ACHP takes on are both old (i.e., potential conflicts with public works and infrastructure, energy development, urban revitalization, loss of industry, and rural economic shifts) and emerging (e.g., consequences of population change, increased cultural diversity, environmental and economic sustainability, and coping with large-scale natural disasters).

During COVID the ACHP launched the Preservation Perspectives podcast for conversations on preservation issues at a time of isolation. The ACHP is also looking ahead to implementation of the Bipartisan Infrastructure Law and how it will impact SHPOs, THPOs, federal agencies, permittees, and America's cultural resources in the Section 106 realm. The ACHP knows it is in the interest of all parties to develop strategies to carry out efficient and predictable reviews for what will be an unprecedented number of federal undertakings. The ACHP's *Section 106 and Infrastructure Projects* provides a national perspective on best practices for carrying out efficient consultation that retains the NHPA's intent.

MONTANA PERSPECTIVES

The State Historic Preservation Office listens to the public about *heritage property* preservation issues. SHPO also makes year-round efforts to engage with the public and stakeholders statewide through meetings, presentations, site visits, telephone discussions, and correspondence. These interactions provide SHPO regular input about preservation issues, policy, and programs.

In revising the Montana Historic Preservation Plan, SHPO reflected on this input. In 2021 and 2022, SHPO developed and

implemented a preservation questionnaire and conducted one-on-one stakeholder interviews with targeted individuals affiliated with groups representing a cross-section of Montana preservationists. These stakeholders include representatives of federal and state agencies, Montana non-profits, professional architects and consultants, THPOs, local preservation officers, the State Preservation Review Board, and owners of recently listed National Register properties. Together the questionnaire and stakeholder input provide a distinctly informed Montana perspective on historic preservation.

MONTANA PRESERVATION QUESTIONNAIRE

SHPO circulated a ten-question, online questionnaire to the public and over 70 interest groups between June 2021 and May 2022 through email lists, direct mailing, social media, and a variety of preservation

events and other venues. SHPO called each of the 70 interest groups whose presence or membership represents each of Montana's 56 counties. SHPO asked these parties to share the questionnaire with staff, members, and stakeholders. SHPO provided hard copies of the questionnaire upon request. Five-hundred and seventy (570) people from 48 of Montana's 56 counties completed questionnaires.

Questions focused on the status of preservation in Montana; SHPO's and the movement's overall effectiveness; priorities, preservation challenges and how to address them. Questions were equally divided between fixed choices and open-ended answers. A detailed summary of the survey results and list of interest groups SHPO contacted appears in the plan's Appendix. Takeaways from the questionnaire include:

- 1) Overall, historic preservation in Montana is viewed as better off or the same as it was five-years ago, with only 8% of total respondents replying it is worse now than before.
- 2) Forty percent (40%) believe SHPO is effective in promoting and facilitating preservation, while 50% believe SHPO is somewhat effective. 10% of those surveyed believe SHPO is not effective enough.
- 3) When asked *to what degree does your community integrate historic preservation into economic development, growth, and sustainability planning*, 47% say preservation is integrated into planning; 34% say it is not integrated enough, and 12 % say it is not integrated. Seven percent (7%) had no answer.
- 4) A significant 60% say they believe Montana is somewhat close to realizing the vision of Preservation Montana, the Montana Historic Preservation Plan 2018-2022: *Montana is a place that knows, respects, and celebrates its heritage, openly encouraging and supporting the preservation of its significant historic, precontact and traditional cultural properties*. Twenty-two percent (22%) believe Montana is *very close* and 1% say the *vision is fully realized*. Montana is *not at all close* according to 17% of the respondents.
- 5) Survey respondents want to see the preservation of primarily historic architectural properties (67%) and to a lesser extent traditional native places and pre-contact archaeological sites prioritized (19%). Fourteen percent (14%) wish to see cemeteries, natural landscapes, battlefields, industrial landscapes and thematic resources such as historic trails preserved.
- 6) Sustainable support and funding for historic preservation must have a local basis to succeed; and there is a need at the local level to connect historic preservation with economic stability.
- 7) While lack of funding for adequate staffing and program infrastructure, and the cost of preserving places is viewed by many as a top issue (35%), other challenges include lack of support and understanding of preservation's benefits (25%); urban growth and rural decline amid COVID and a housing shortage (17%); need to broaden preservation's demographics through diversity and inclusion beyond the current preservation community's make up (9%). A fifth, perennial issue is the need to identify what is important to Montana and worthy of preservation through inventory and evaluation of historic and precontact properties (8%). The need to integrate environmental challenges (fires, floods, drought, pandemics) into preservation is a new issue (3%); and a remaining 3% do not coalesce around these broader issues, are non-actionable, or beyond the sphere of Montana preservation.
- 8) When asked how they would invest \$100,000 in preservation annually, 43% of responses identified preservation-directed grants, loans, and tax incentives for physical repairs to historic places. Twenty-

seven percent (27%) would invest in educational outreach through marketing, interpretive signage, classes, and presentations. Adequate staffing levels for preservation non-profits, agencies, governments, and Tribal Historic Preservation Offices received 10% support. Nine percent (9%) of the responses support funds to restore and protect historic and traditional landscapes. Funding studies and plans that demonstrate preservation's economic and environmental benefits; influence decision making; and lead to direct preservation were supported by 6% of respondents. Five percent (5%) of the responses express a wish for survey and inventory of historic places to establish baseline information that could lead to an understanding, appreciation, and preservation of these places.

MONTANA PRESERVATION STAKEHOLDER INTERVIEWS

The following is based on conversations between the State Historic Preservation Office staff and various stakeholders in Montana preservation.

The **Montana State Historic Preservation Review Board**, which advises SHPO and state government on the preservation of Montana's heritage properties, and reviews and comments on National Register nominations, identified the following Issues, Goals, and Objectives at the September 2021 board meeting.

1. **Issue:** Lack of support, awareness, appreciation, and understanding of preservation's purpose, benefits, and implications.

Goal: Educate the public, and decision makers.

Objectives: Preservation entities must reach out and engage with communities about what's important to community members and their history. In-person meetings are more impactful. In a state as large as ours, a SHPO staffer meeting with community members in Baker demonstrated SHPO's sincerity.

2. **Issue:** Incomplete statewide survey

Goal: Identify and document Montana's historic, precontact and traditional cultural properties.

Objectives: Continue with survey, inventory, and evaluation of historic and precontact properties. Promote the notion of survey and inventory to establish and maintain a baseline of information on important historic places worthy of preservation. Support new and updated community, archaeological, and landscape surveys and inventories. Commit to thematic studies, i.e. African American, Carnegie Libraries, one-room schools. Provide training and support for non-professionals who wish to contribute to fieldwork and research.

3. **Issue:** Lack of funding for preservation efforts

Goal: Advocate for support of preservation through funding and incentives.

Objectives: Preservationists should pursue steady funding streams, grants, donations, and legacy funding, and lobby elected officials at all levels for baseline program budgets that establish adequate staff levels, program infrastructure, repair of places, and outreach.

4. **Issue:** Aging out of preservationists who have led the movement for the last 30 to 40 years

Goal: Cultivate new preservationists

Objectives: To cultivate the next generation of preservationists, Review Board members recommend that outreach include but also exceed people in preservation related fields. It should include support of college and post-graduate research; and a curriculum for younger students to explore the history of the houses, towns, and landscapes they inhabit. Montana's Project Archaeology is an existing K-12 curriculum that could be expanded or copied. In supporting research and learning, SHPO should promote itself as the clearinghouse of historic and how-to information that it is.

5. **Issue:** Preservation is not a big enough part of the climate discussion.

Goal: Integrate preservation as an important aspect of environmental challenges such as fires, floods, droughts, and pandemics.

Objectives: Accommodate agencies where SHPO's Section 106 reviews cross paths with emergencies. Promote the National Trust for Historic Preservation's Climate and Culture briefs on threats to historic places. Agency cultural resources managers should identify critical areas that fires and floods would impact, such as ghost towns; and agencies should be vigilant in promoting and supporting protection of private properties in fire and flood-prone areas. Certified Local Governments (local historic preservation offices) have a role to play in promoting preservation in community planning that determines the degree of sprawl that would occur on open space.

6. **Issue:** Perceived lack of relevance of preservation amongst certain population segments

Goal: Integrate preservation into programs and projects that exceed the current preservation demographics.

Objectives: Continue efforts towards earned publicity through press that will reach beyond Montana Historical Society facebook followers. Host annual Tribal Historic Preservation Office Summits, engage directly with groups and organizations that represent the depth and strength of Montana's cultural, demographic, and socioeconomic diversity. Develop presentations that are relevant and applicable to those groups.

Preserve Montana, formerly the Montana Preservation Alliance, is a statewide non-profit focusing on protection of historic places through documentation, legislation, and perpetuation of traditional skills in hands-on preservation.

Preserve Montana (PM) has been instrumental in many preservation victories but most recently helped lobbying the Montana legislature to establish the Montana Museums Act of 2020, which taps into an accommodation tax to fund preservation projects through a biennial Montana Department of Commerce grant. PM staff describe the grant program as the culmination of decades promoting preservation's value to Montana, and that the legislature's buy-in demonstrates it was a worthwhile struggle. The grant also makes preservation part of the discussion in every community with a historic building in need of substantial repairs. Completed grant projects establish a precedent for preservation in some places that might not have one.

Despite any sea change, PM sees the grant as occurring at time when Montana's current building boom is

altering historic communities and landscapes, displaying the weakness or absence of local preservation legislation that would better manage changes to historic places.

PM staff also believe there is a deficit of technical building preservation expertise among Montana's contractors and design professionals due to a lack of training programs for them in Montana. PM staff perceive a loss of interest in preservation relative to the public's other environmental concerns. PM recommends partnerships among Montana's many preservation entities including state and federal cultural resources staff; and outreach to community planners and decision makers, especially when there is positive preservation activity in the community.

At the Montana History Conference's Historic Preservation Workshop in September 2021, SHPO met with and discussed with preservation officers making up Montana's 16 **Certified Local Governments** (CLGs). These programs have seen staff turnover and in three cases, extended vacancies in the last five years. Demolitions and less-than-compatible infill construction are common in communities with development pressure and housing shortages. In Butte's National Historic Landmark District, the prevailing preservation issue of demolition by abandonment and neglect is transitioning to demolition by developer. Meanwhile, COVID-related worker shortages and inflation pose economic challenges for preservation projects. Preservation officers' comments reflect ongoing frustration with preservation's place in local decision making. One local preservation commission continued to meet despite being without a preservation officer for over a year.

Preservation officers prioritize education to dispel myths about the National Register and local preservation commissions' level of power. They recommend marketing historic preservation's economic benefits. Education and marketing need to reach the public, but also the local preservation officers' peers and elected officials in city and county governments who set budgets and set examples through leadership in how community members perceive preservation.

Three of Montana's seven **Tribal Historic Preservation Officers** (THPOs) and one staff from the Little Shell Tribe Culture Committee were able to discuss with SHPO the state of preservation from their perspectives. On the matter of the general relationship between THPOs and SHPO, each recommended improved and ongoing SHPO-THPO communication, and that SHPO and THPOs should work more closely to share information and achieve common goals. Interviewees identified a THPO summit as a good way to break the ice and discuss ongoing and emerging issues among the parties' new and veteran staff.

Each identified a need for increased funding of THPO programs so that THPOs have adequate staffing levels, good tech equipment, and infrastructure to collect and house site data. Specific items that THPOs would benefit from include outreach and interpretative materials, website improvements; display cabinets for artifacts that should reside in a Tribal Nation-managed repository; and a camera drone to document places elders cannot access but need to see to better share their knowledge.

Nationally there are over 200 THPOs, while there are 59 SHPOs in states and territories. Despite this, THPOs' apportionment of Historic Preservation Funds is millions less than SHPOs'. One interviewee described working from grant to grant to develop his program. One of THPOs' roles is to comment on federal undertakings, but agencies do not compensate for tribal members' time and traditional knowledge. SHPO provides free database access to THPOs, which interviewees said works for them, however some identified areas of improvement.

Although one THPO interviewed believes public knowledge of cultural resources is as high as it has ever been, this person believes too few non-Native cultural resources professionals realize the expertise and professional credentials THPO staff have. The THPO also expressed frustration that state agencies do not adequately consult and collaborate with THPOs.

Montana is home to many projects undertaken by or on behalf of federal and state agencies that are subject to consultation and compliance with preservation laws including the Montana State Antiquities Act and Section 106 of the National Historic Preservation Act which states that federal agencies must consider the effects of their undertakings on significant historic and precontact properties. **State and Federal Agency heritage resource program staff** not only work within their agency at the local and state level, but also at the regional and national level.

Agency representatives in Montana that SHPO talked to emphasize the importance of educating the public and agency personnel about the importance and fragility of archaeological resources. One interviewee also stressed the need to proactively protect sites and to incorporate a larger public aspect to non-confidential archaeological projects so the public becomes more aware. Appropriate site interpretation should also emphasize the fragility of cultural resource. Agency staff indicate they conduct outreach as part of their responsibilities, but that friends groups can augment what agencies can feasibly do in site monitoring, displaying “ownership”, and harm reduction. Project Archaeology’s Site Stewardship Program is providing “friends” to sites across Montana.

Natural disaster concerns are on the mind of agency interviewees, who must strategize their work relative to long-term, large-scale landscape projects associated with fuels reduction; and then must conduct their work amid emergencies. In terms of flooding, agency staff state their concern for the loss of important streambank archaeology. Relative to competing priorities, it is difficult to proactively survey and inventory flood-prone areas.

SHPO’s cultural resources database, established in part with significant BLM funding, is a key tool for agency cultural resource managers. Also, the U.S. Forest Service is working to develop region-specific Site Identification Strategies that will help that agency focus its highest efforts to surveying areas with a high probability of significant artifacts and historic properties.

Two **Montana Historic Architects** whose work focuses on historic buildings indicate that historic preservation in Montana communities is getting better and communities with examples of preservation are starting to better understand and embrace its importance. Nonetheless, misconceptions persist in some corners. Architects attribute success in preservation primarily to Federal Rehabilitation Tax Credits, SHPO’s recent Revitalizing Montana’s Rural Heritage grant, and the Commerce Historic Preservation Grant. Feasibility studies paid for by SHPO and Commerce are beneficial to would-be developers who rightfully want a sense of a building’s potential and project costs without investing their own time and money prospecting. In an indirect benefit to historic buildings, many communities have relaxed mandates for parking in urban areas.

Historic architects interviewed acknowledged that most historic buildings thrive and are better maintained in places with high-priced real estate. Ironically, it’s in these same places where preservation faces the challenge of development pressure. Architects cite cases in Missoula and Bozeman where buildings are being lost. Direct approaches of improving income tax and property tax incentives and of establishing or strengthening local preservation ordinances are recommended to confront these issues. Change in tax codes would require changes made by Congress and the legislature, which will require skillful lobbying by entities outside of SHPO.

Historic architects also favor long-term efforts to cultivate allies and make preservation more mainstream. Preservation is inherently sustainable and needs to become synonymous with renewable energy, recycling, and a clean environment. Also, preservation trades represent a trained skill set. Vo-tech programs need to incorporate historic building rehabilitation and maintenance into their curricula. Finally, successful preservation projects are cause for celebration, but beyond the good feelings, preservation's positive effects on neighborhoods, economies, the tax base, and employment levels should be documented, studied, and well-publicized. This is especially true in Montana's very small communities where one preservation project can have a higher magnitude of effect across the community than a similar project in a bigger city.

SHPO interviewed six **Montana Archaeologists**, who work in the private sector. Several comments mentioned that the pandemic has had a significant effect on Montana's landscape, and in-person working relationships among cultural resources professionals. On the topic of land, one commenter remarked at how even Montana's poor are rich in their access to open land, clean water and air; we become more acutely aware that with the loss of land is the loss of some of the wealth we inherited. This commenter equates protecting open spaces with protecting history because, he says, open spaces are where Montanans have hunted, lived, and cultivated the land. In terms of working relationships, one commenter referenced that seven (7) of SHPO's 11 staff are new to their position since 2019. The pandemic has precluded in-person conferences and meetings, making it difficult for staff to become acquainted. Secondly, the pandemic dealt a blow to the Montana Archaeological Society, which was not able to hold its annual conference and will require some reorganization.

Preservation concerns among archaeologists include the increased workload in all sectors of cultural resources due to infrastructure and natural threats. Another concern is the need for more outreach to open laypeople's eyes to preservation. One participant is affiliated with the Mountain Time Arts organization, which has come up with some novel ways to call attention to Montana's native history. Among the organization's work are non-traditional outdoor performances that celebrate traditional things. In October 2021, the organization set up seven internally lit tipis on Peet's Hill in Bozeman to celebrate Indigenous People's Day. These outside-the-box approaches could hook people curious to learn more.

The six **Ad Hoc Preservationists** interviewed are or have been on preservation commissions, have written National Register nominations, curate a history museum with historic buildings, or teach preservation. Most of these six say that preservation has changed since the last state plan was released in 2017. They concur that changes have been for the worse and they cite several high-profile demolitions as the reason. Development in Missoula, Bozeman, and the Flathead County cities of Kalispell and Whitefish has changed the streetscapes' complexion with loss of key buildings such as the National Register listed Frank Lloyd Wright-designed Lockridge Medical Center in Whitefish.

Each listed *education* among preservation priorities. One interviewee said, "we need to refute the derisive notion that preservation places buildings in a pickle jar, and promote the reality that preservation is adaptive reuse; it is when the past speaks to the present about concern for the future."

Other topics that several interviewees emphasized is the need to bring diversity to Montana preservation. There's a need to reach people and rural places who appreciate their history but are not knowledgeable of preservation. Commenters also wish to expand Montana's historic narrative with new historic contexts for people on the margins of history. Some of these people were transient populations and left little written records. However, newly digitized resources such as newspapers, census, military, birth, and death records offer unprecedented access to information that would have required travel and months scanning microfilm.

PRESERVATION CHALLENGES AND OPPORTUNITIES

FINANCIAL RESOURCES FOR PRESERVATION

One of the most common preservation inquiries in Montana is asking about the availability of funds or financial incentives to assist in the cost to maintain historic buildings. Homeowners frequently ask this question and are understandably disappointed to learn that neither historic preservation grants or tax credits cater to historic homeowners. Homeowners' primary options for project support are sweat equity and their bank.

The lack of financial resources affects preservation at all levels. Understaffed heritage programs at government agencies, Tribal Historic Preservation Offices (THPO), community preservation offices, and non-profits, are spread thin. The federal budget for Tribal Historic Preservation Offices (THPOs) has seen marginal increases relative to SHPOs nationwide. Funding has not kept pace with the increasing number of THPOs, leaving each program with a smaller share. Local governments, many of which rely directly or indirectly on federal or state support, compete for scarce local dollars for public services that compete with historic preservation for priority. Work can outpace what staff can feasibly manage in communities with increased development that is subject to the local preservation commission's review.

Considered both an issue as well as a solution to other issues, base funding for historic preservation continues to be a primary challenge in Montana. Thirty five percent of respondents to the preservation plan questionnaire (see Appendix) identified lack of funding and/or the cost of preservation as the top issue facing historic preservation in Montana. Reliance on special funded projects, one-time only appropriations, volunteerism, and philanthropy, while creating opportunities that would otherwise not exist, will not in and of itself address this challenge.

Opportunity: The Montana History Foundation sustains its successful grant program, which awards approximately \$60,000 annually to brick-and-mortar projects with maximum awards of \$10,000. The Foundation also has a *History Emergencies!* Program for properties in imminent danger.

Opportunity: In 2019, the Montana State Legislature established the biennial Montana Department of Commerce's Historic Preservation Grant. The brick-and-mortar grant awarded over \$5 million to 26 grantees in 23 Montana communities in its first year. Applicants can apply in even-number years.

Opportunity: The National Park Service (NPS) awarded SHPO a Paul Bruhn Revitalization Grant in 2019 to support preservation projects under SHPO's nascent *Revitalizing Montana's Rural Heritage* (RMRH) grant. SHPO awarded a total of \$450,000 to eight projects in rural communities, but would need to re-apply for this competitive, national grant for RMRH to continue.

Opportunity: The Federal Historic Rehabilitation Tax Credit program awards owners of income-producing, National Register properties a federal income tax credit equal to 20% of the owner's rehab investment. A state tax credit piggybacks the federal program and can award an additional 5% credit against state income tax. The credits remain popular in communities with languishing historic building stock in need of substantial rehabilitation. The program is an important component in developer packages that would otherwise not pencil out. Between 1990 and 2022, tax credits have incentivized \$80 million in private investment in important historic properties.

Opportunity: **HistoriCorps** is a 501(c) (3) with a mission to foster a preservation ethic by engaging volunteers in repairing historic places. The organization's staff provides volunteers of all skill levels with a hands-on learning while preserving historic structures on public lands across America.

NEED FOR GREATER SUPPORT AND AWARENESS

Twenty-five percent of those who responded to SHPO's planning survey identified the perennial challenge of growing and maintaining greater *awareness* and *support* among decision makers and the public. The frequency of these two keywords suggests that despite direct and multi-media outreach efforts of Montana's various preservation organizations and promotion of high-profile preservation accomplishments in communities across the state, preservation continues to compete with other topics for the public's attention and commitment. Respondents also stress that preservation is too often perceived as being at odds with progress.

Education through outreach correlates with appreciation and support for preservation that informs decisions at personal and policy levels. Because people's personal beliefs ultimately translate into government policy, an active, preservation-supportive public would influence public policy decisions in support of heritage resources.

Demolition hearings pitting antagonist against protagonist represent some of the least productive environments for preservation education to occur. The preservation message may reach its widest audience and be most convincing when presented informally, outside of contention. Preservation benefits when historic places are integrated into tourism marketing; when local news outlets regularly feature preservation projects and their benefits; when significant historic places are identified, and their stories are interpreted in signage and walking tours; and in conversations preservationists have with their friends and elected officials. Efforts to educate must win the attention of those who would not necessarily seek out preservation specific social media or events. Media and events, help further educate the community and provide venues for the exchange of ideas and sparking public interest in preservation.

Opportunity: Preserve Montana's Montana Preservation Road Show, occurs in different communities each odd-numbered year with topics and tours specific to the community's history.

Opportunity: The Montana Historical Society's National Register sign program promotes National Register sites with on-site interpretive panels. The sign program's *Historic Montana* phone app. provides online interpretive sign text and photos of properties with National Register signs.

Opportunity: SHPO mails a four-pack of blank greeting cards to 1,200 people on its mailing list. Cards feature images of historic properties, information on efforts to preserve them, and a QR code to SHPO's website. When recipients on SHPO's mailing list use the cards they quadruple (4,800) SHPO's preservation messaging to potentially new audiences. In its inaugural year, the cards showcase completed Revitalizing Montana's Rural Heritage grant projects SHPO has funded.

Opportunity: Celebrate preservation successes by inviting friends, the public, and elected officials to award ceremonies, ribbon cuttings, and open houses such as Butte's Dust to Dazzle showcase of preservation projects. Beyond standard messaging about a celebrated property's history and the owner's preservation

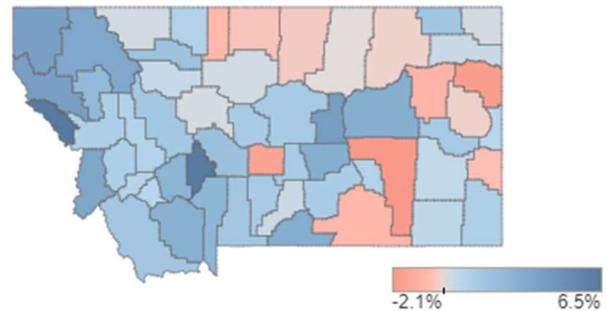
efforts, preservation messaging should publicize preservation’s broad economic, and environmental, benefits.

Opportunity: Meet with economic developers, housing advocates, community planners, local museums, tourism boosters, environmental organizations, and land trusts to promote preservation’s overlap with their work.

Opportunity: Promote preservation at the K-12 levels through the Montana Historical Society’s Hands on History Footlockers and through classroom appearances by SHPO, agency, and tribal cultural resources staff.

URBAN GROWTH AND RURAL DECLINE

Amid the COVID-19 pandemic and a housing crisis in the west, the 2020 [Federal Census](#) shows that Montana’s population has grown to over 1 million people. Urban centers and once-small communities on their periphery are growing while some rural places appear to be [losing population](#). Demand for housing, especially in booming markets, has in some instances resulted in the demolition of historic buildings and the construction of new buildings. In some areas, land has been taken out of active agricultural production and re-purposed for residential use. The increase in Montana’s population poses new and urgent challenges to communities large and small, including decisions around historic preservation.



U.S. Census Bureau [Population Percent Change from Prior Year by County](#).

“Boom and bust” and shifting population dynamics characterize Montana’s history, as reflected too in the historic places that have and have not survived to the present. In 2023, Montana is booming with new residents able to telecommute to their out-of-state job. These challenges require active community consideration and participation to ensure the preservation of many local historic resources in the face of spasmodic growth and decline.

Opportunity: The Montana Main Street Program continues to grow with 34 participating communities. The program is part of the Montana Department of Commerce and uses the National Trust for Historic Preservation’s Main Street Center’s approaches to preserving historic commercial districts through economic development, long-range planning, organization, design, and promotion.

Opportunity: Increasingly, Montana county planning offices have required consideration (including inventory and impact avoidance) of cultural resources in county subdivision reviews.

Opportunity: The SHPO-administered Montana Certified Local Government (CLG) program has 16 participating cities and counties. CLG staff and their preservation commissions meet regularly, promote this statewide plan, work with local government and property owners to promote preservation as a consideration in community and project planning.

Opportunity: Eleven Regional Development Corporations operate in Montana. These organizations support community planning, business lending, value-added agriculture, community development, brownfields redevelopment, and small business counseling.

LACK OF DIVERSITY IN PRESERVATION

A new challenge that SHPO's interviewees and survey respondents raised is the issue of diversity in preservation. Comments focused on two aspects of this: 1.) broadening Montana's historic narrative, which chronicles well those who left a written record, but reflects less those who were transient, did not speak English, or occupied society's margins; and 2.) the homogeneity of preservationists as generally being of a certain age range, race, education and income levels, and living within one of Montana's 16 Certified Local Government communities.

Opportunity: The National Park Service's (NPS) Underrepresented Communities Grant (URC) supports survey, inventory, and nomination of historic places associated with communities underrepresented in the National Register of Historic Places. In 2022, NPS awarded SHPO \$60,000 to document historic Chinese-affiliated properties in Montana.

Opportunity: Employ new technologies to research lesser-known people, places, and events. Digitized primary source materials including newspapers and public records allow for unprecedentedly efficient and thorough research. Global Information System (GIS) mapping enables archaeologists to scrutinize larger swaths of land and sort by land characteristics such as slope, proximity to water, vegetation, minerals, historic rainfall, etc. relative to known precontact human occupation and travel. Audiovisual recording and editing tools as common as what smartphones offer put oral history interviews in everyone's reach. Drone cameras can provide tribal elders and traditional knowledge keepers with virtual access to high elevation sacred places. These people seeing these places is essential as they retell and record the stories for their tribal nation's edification.

Opportunity: Release of *Hidden Stories: Montana's Black Past* documentary on Montana PBS, with promotion of SHPO's additional online material chronicling the people, places, and events in Montana's Black history.

Opportunities to address the second aspect of this challenge include:

Opportunity: Promote the State Plan through social media, and in-person presentations across the state.

Opportunity: Montana State University Extension's Reimagining Rural frames rural communities as the heart of Montana. The organization brings together rural community members from over 40 towns and counties to identify the challenges that smaller communities face, and to exchange positive stories and ideas for how rural places are taking on those challenges. Although, Reimagining Rural is not a preservation-specific organization, both beloved and underutilized historic places in the rural communities are often central to economic development and pride-of-place that the organization fosters.

Opportunity: Host an in-person and online SHPO open house introducing staff, programs, and preservation.

Opportunity: Organize and host a Tribal Historic Preservation Office (THPO) summit annually as a way for THPOs and SHPO staff to share ideas, challenges, and successes.

NATURAL DISASTERS

Commenters invoked natural disasters as a key preservation issue due to disasters' potential to directly affect historic properties, and indirectly as they impact the economy that supports preservation and maintenance of historic places.

Opportunities to address this challenge include:

Opportunity: Ready.gov offers disaster planning guidance specific to businesses and private property owners. The Federal Emergency Management Administration (FEMA) publishes [guidance](#) for state and local governments to use in disaster preparedness.

Opportunity: Proactive survey and inventory of natural disaster-prone areas such as floodplains establishes a record and information that is valuable if the historic resource is lost in a disaster. Inventories and historic site locations are valuable in disaster planning, response, and recovery so decision makers can act with deference to historic properties. SHPO, agencies, local governments, non-governmental organizations, and private owners can commit to survey of properties within their jurisdiction.

Opportunity: The National Trust for Historic Preservation Leadership Forum connects preservationists with common interests on multiple topics. It offers webinars on introducing resiliency measures to historic properties.

Opportunity: Farms and ranches define much of Montana's historic landscape. Economics that are challenging to smaller ag operators has consolidated the agriculture industry while rising land values in parts of Montana incentivize the sale of agricultural land for development. Keeping historic farming and ranching operations in active production can mitigate natural disasters through flood dissipation and by regenerative grazing. The [Montana Association of Land Trusts](#) is a clearinghouse for how private property owners can protect their historic, productive landscapes for their traditional uses.

Opportunity: Many of Montana's early buildings are *of* Montana, made with local natural resources of wood, brick, and stone. In many cases, local manufacturers turned raw materials into finished products fueled by Montana coal, natural gas, and hydroelectric power. Preservationists can present historic buildings as intrinsically Montanan, possessing significant embodied energy.

A VISION FOR MONTANA PRESERVATION: GOALS, OBJECTIVES, AND STRATEGIC ACTIVITIES

The Legislature shall provide for the identification, acquisition, restoration, enhancement, preservation and administration of scenic, historic, archeological, scientific, cultural, and recreational areas, sites, records, and objects, and for their use and enjoyment by the people.

- Montana State Constitution, Article IX, Section 4: Cultural Resources, 1972

VISION

The vision for historic preservation in Montana amends the earlier statement written in 2008 and renewed in 2013 and 2018. Although progress over the past five years is evident in the record and in contemporary survey comments, 60% believe that Montana’s preservation movement is only somewhat close, and 17% believe Montana is not at all close to realizing the previous vision. When SHPO staff discussed the previous vision with the State Review Board, the Board encouraged a vision more simply stated. Discussions of whether to categorically celebrate all historic places—some of which include mining disasters, and massacres--led to promoting and supporting historic places. The new vision acknowledges there are multiple points of view on history and that to sustain the movement, preservationists must engage beyond those already committed to preservation. Montana’s preservation vision is:

We engage with each other as Montanans to protect our historic places. Together, we promote and support ongoing preservation of our historic and cultural properties.

MONTANA PRESERVATION GOALS, OBJECTIVES, AND STRATEGIC ACTIVITIES 2023-2027

The following goals, objectives, and strategies for historic preservation in Montana are based on feedback SHPO solicited in 2021 and 2022. SHPO received 570 responses to its online survey, conducted 22 interviews with preservation professionals, and held stakeholder meetings with the State Historic Preservation Review Board and Preservation Commissions that are part of the Certified Local Government (CLG) program. Several goals and objectives identified continue themes from earlier plans: lack of funding; lack of a wider understanding and appreciation of preservation; and urban growth and rural decline. Those are presented here with updated strategies and action items based on feedback and SHPO knowledge of new opportunities, tools, and programs relevant to the situation.

Survey feedback identifies some new issues pointing to the need to broaden preservation’s reach. Some ask, who are preservationists missing in their messaging; and what communities beyond those cities and counties enrolled in the CLG program might embrace preservation? Where commenters invoked natural disasters, they expressed concern over the loss of historic places to fires, floods, and wind events.

The preservation issues, goals, and objectives below are a distillation of comments from State Historic Preservation Review Board members, and those that SHPO surveyed and interviewed in 2021-2022. Some of the goals and objectives below are timeless, worthwhile, and effective and have appeared in previous plans. Activities can reach new audiences and expand knowledge among those more familiar with preservation.

While SHPO takes the lead in developing the plan, it is a result of collaboration. All sectors of Montana’s preservation community can adopt and implement the plan’s goals and objectives so that the issues can be met and overcome at the community and state level. SHPO’s role in taking on the objectives through its core programs is codified in the [National Historic Preservation Act Section 302303](#) and in the [Montana Code Annotated 22-3-423](#). [SHPO’s annual report](#) to the National Park Service and the public chronicles and quantifies SHPO’s performance under the plan.

I. ISSUE: LACK OF FINANCIAL RESOURCES

GOAL: ADVOCATE - SEEK AND SECURE PRESERVATION FUNDING AND INCENTIVES

Objectives:

1. Identify and promote preservation's economic benefits in terms of tourism, job creation, and increasing the local tax base across Montana.
 - Share professionally conducted studies of preservation's economic benefits.
 - Share preservation case studies and success stories in SHPO's annual report.
2. Increase awareness of preservation funding and tax incentives.
 - Promote grants funding through social and traditional media, and in presentations.
 - Provide guidance and critique of preservation grant applications upon applicants' request.
3. Build and maintain support for preservation tax incentives.
 - Promote property tax abatement incentives in the CLG communities that have adopted them.
 - Increase promotion of completed tax credit or preservation grant funded projects to elected officials.
 - Assist in the legislative process by providing appropriate information for legislation affecting historic preservation projects and preservation program infrastructure.
4. Pursue financial resources to supplement existing funding for historic preservation.
 - SHPO and agencies will identify cost-share opportunities and federal-state-private partnerships that support field schools, National Register nominations, and scholarly research.

II. ISSUE: LACK OF PUBLIC AWARENESS, UNDERSTANDING, AND SUPPORT
GOAL: EDUCATE AND PROMOTE - BUILD A FOUNDATION FOR HISTORIC PRESERVATION THROUGH
- KNOWLEDGE, INFORMATION, AND TRAINING

Objectives:

1. Develop and disseminate more widely, information about SHPO, its mission, and intent.
 - Explain SHPO's directives under the law to a broad audience.
2. Gather, develop, and disseminate more widely, historic preservation guidance and standards.
 - Host preservation open houses to showcase personnel, operations, programs, and the 2023-2027 Plan.
 - Host Tribal Historic Preservation Office (THPO) Summits.
 - Encourage Montanans to listen and participate in national, regional, local, and niche preservation conversations.
 - Provide guidance with a revised edition of *Consulting with SHPO*, and the *Montana Certified Local Government Manual*.
 - Update guidance on the National Register nomination process and tax credit application process as the associated materials and application processes move towards digitization at the national level.
 - Revise style and substance of SHPO website with visitor experience in mind.
 - Use social media to promote the Secretary of the Interior's Standards for the Treatment of Historic Properties.
 - Apply and more widely share best practices in the treatment of historic and precontact properties.
3. Pursue new ways to share information about Montana's historic, precontact, and traditional cultural properties.
 - Communicate regularly and work with THPOs.
 - Support development and updating of interpretive materials for historic places.
 - Encourage virtual and in-person interpretive opportunities for historic properties as mitigation for federal undertakings.
 - Participate in podcast and traditional media interviews.
 - Contribute to the Montana Historical Society's Montana Memory Project of online primary source material.
 - Produce and support publications, news stories, and articles.
4. Incorporate academia and professional expertise more in the discussion of historic preservation issues and the training of preservation professionals.
 - Promote the relevance of historic architecture and archaeological sites and artifacts through presentations to students at all education levels.
 - Engage more with Montana's state, private, and tribal colleges to learn from one another and provide information on cultural resources related research topics.
 - Encourage relevant college faculty to embrace preservation priorities.
 - Promote and expand availability of SHPO's fellowship incentivizing SHPO's database and GIS mapping in research.
 - Create student internship opportunities.
 - Publicize the role of SHPO as a resource for educators and researchers regarding historic preservation, history, and anthropology programs.
 - Publicize historic preservation as relevant to research in other disciplines such as GIS, urban planning, and community development.
 - Increase efforts to identify historic properties and preservation issues on state-owned properties including campuses, administrative sites, and recreational locations.

III. ISSUE: URBAN GROWTH AND RURAL DECLINE

GOAL: EMPOWER – GIVE COMMUNITIES AND PROPERTY OWNERS KNOWLEDGE AND MEANS BY WHICH TO PRESERVE THEIR HISTORIC PROPERTIES

Objectives:

1. Collaborate on public programs with entities such as the Montana Department of Commerce's Montana Main Street Program, CLG program, land trusts, and MSU Extension's Reimagining Rural to broaden preservation's influence in communities undergoing change that affects historic places the community values.
 - Promote Montana Main Street's key points for economically effective historic main streets.
 - Support preliminary architecture reports and developers' packets.
 - Broadly share case studies of preservation successes brought about with tax credits, grants, sweat equity, local legislation, covenants, and easements.
 - Increased outreach to the public to achieve greater awareness of these programs and opportunities.
 - Provide support in property survey and inventory, and National Register of Historic Places nominations.
2. Increase historic places' profiles through signage, digital and traditional media, events, and awards.
 - Advertise preservation workshops and conferences to the public.
 - Increase distribution of SHPO's annual preservation greeting cards that call attention to Montana's important historic places.
 - Host award ceremony that celebrates preservation achievements across Montana.
 - Attend and give public talks about historic places and contexts, preservation's best practices, and reasons to preserve cultural resources.
 - Promote Montana National Register sign program.

IV. ISSUE: THE PRESERVATION COMMUNITY NEEDS TO ATTRACT MORE MONTANANS
GOAL: DIVERSIFY – ATTRACT NEW PEOPLE TO PRESERVATION BY BROADENING THE HISTORIC NARRATIVE
AND OUTREACH

Objectives:

1. Promote preservation and increase preservation activity beyond current CLG communities.
 - Present preservation topics and support place-based history exhibits at county museums.
 - Share written histories of Montana’s historic irrigation and conservation efforts.
 - Recognize more rural preservation accomplishments through SHPO’s biennial award ceremony.
 - Promote the National Register and its sign program in counties with minimal participation.
 - Increase decision and policy makers’ awareness of preservation opportunities and preservation occurring in their communities, and encourage their participation in preservation related events.
 - Promote knowledge of preservation laws among law enforcement whose jurisdiction involves state and federal land subject to antiquities laws, and whose caseload could involve human remains discoveries.
 - Identify and contact native and other ethnic-focused organizations with preservation topics relevant to them.
 - Participate more in conferences and trade shows with a preservation overlap such as the Governor’s Tourism Conference, Montana Main Street, and real estate training events.
2. Promote preservation more widely at all education levels.
 - Create a “preservation footlocker,” for distribution to schools through the Montana Historical Society.
 - Present preservation topics in K-12 schools and establish localized preservation activities with faculty.
 - Lead and establish materials for school tours of historic districts and sites.
 - Host interns whose work and perspective can broaden Montana’s historic narrative.
 - Collaborate with the Montana Historical Society on an annual Archaeology Day for grade schoolers.
3. Use traditional and social media to convey historic preservation stories, successes, and opportunities.
 - Generate regular press releases for local preservation events, projects, and National Register listings.
 - Participate in podcasts and radio programs to bring preservation to new audiences.
 - Monitor and address SHPO website’s effectiveness in conveying information.
4. Solidify existing and form new partnerships for the benefit of historic preservation.
 - Promote preservation to architects and developers as integral to LEED Certified redevelopment projects.
 - Showcase LEED Certified projects that retain buildings’ historic architectural integrity.
 - Promote Montana’s historic buildings derived from Montana’s natural resources processed into building materials through local manufacturing powered by Montana natural gas, wood, coal, and hydroelectricity.
 - Sponsor or participate in forums that tie preservation to LEED certifiable redevelopment projects.
 - Support and participate in the biennial Montana Preservation Road Show.
5. Meet and work regularly with tribal cultural representatives to increase consideration of tribal perspectives in historic preservation.
 - Travel to reservations to meet with THPO staff.
 - Host or participate in Tribal Historic Preservation Office (THPO) Summits.
 - Continue providing each THPO in Montana with access to SHPO cultural records.

V. ISSUE: INCOMPLETE SURVEY, INVENTORY, AND NATIONAL REGISTER EVALUATION OF MONTANA'S HISTORIC PROPERTIES

GOAL: LOCATE - DOCUMENT AND EVALUATE MONTANA'S CULTURAL RESOURCES

Objectives:

1. Conduct and support survey and National Register eligibility evaluation of properties statewide.
 - Solicit input from communities through a standardized process that identifies priority survey needs.
 - Document all property types including those more recently historic places that may not be widely perceived as historic; places associated with groups under-represented in Montana's historic narrative; prominent, but undocumented historic places; and properties at risk of being lost.
 - Initiate survey of historic communities with no previous historic inventory.
 - Engage with property owners, including government entities wishing to nominate their properties.
 - Support documentation of tribal cultural properties in partnership with THPOs.
2. Encourage a landscape approach to properties with functional relationships among site features and topography such as a mining adit, tramway, ore bin, flume, and stamp mill on a mountainside.
 - Obtain Tribal Historic Preservation Office(s) (THPO) input on survey or National Register evaluation of historic and cultural landscapes.
 - Apply landscape approach to urban settings with designed landscapes such as parks and campuses.
 - Support historic battlefield landscape studies including documentation in line with National Park Service's American Battlefield Protection Program Standards.
3. Enhance the management of and access to cultural resource property information.
 - Develop paperless electronic Section 106 consultation process (e106) between SHPO and those who consult under Section 106 of the National Historic Preservation Act.
 - Use SHPO's State Antiquities Database to assist cultural resources research.
 - Develop GIS-based story maps to demonstrate the reach of SHPO and its programs.
 - Contribute to the Montana Memory Project (Montana State Library).
 - Continue data access and sharing agreements between SHPO, THPOs, and land managing agencies.
4. Encourage and assist owners to document and list properties in the National Register of Historic Places.
 - Provide examples and best practices for nominating properties to the National Register.
 - Provide financial support for professionally written nominations.
 - Pursue new and revise existing National Register listings that establish new historic contexts and expand Montana's historic narratives.
5. Guide the development and use of historical contexts for evaluating the significance and integrity of Montana's precontact, historic, and traditional cultural sites.
 - Develop Multiple Property Documents (MPD) with historic contexts for related properties.
 - Use existing historic contexts and MPDs to prepare National Register nominations.
 - Expand the African American Heritage Places MPD to include historic properties across Montana.
 - Support publications such as articles, walking tours, and interpretive signs about place-based history.
 - Support research and writing for better understanding of properties with complex histories.
6. Promote forums that investigate and assess the significance of Montana's heritage properties.
 - Host virtual and in person National Register workshops, fieldwork, and other presentations to discuss property significance.
 - Advertise and promote greater public attendance at State Preservation Review Board meetings.
 - Encourage regular meetings amongst heritage personnel of state and federal agencies.

VI. ISSUE: NEED TO INTEGRATE PRESERVATION CONSIDERATIONS INTO DISASTER PREPAREDNESS AND RESPONSE
GOAL: INTEGRATE – INSTILL CONSIDERATION OF HISTORIC AND ARCHAEOLOGICAL PROPERTIES INTO
NATURAL DISASTER MITIGATION, RESPONSE, AND RECOVERY

Objectives:

1. Increase cooperation among cultural resource managers to develop protocols that protect known historic and archaeological properties in pre-emptive fire, flood, and drought mitigation, as well as emergency responses, and recovery.
 - Develop Programmatic Agreements that streamline Section 106 consultation amid emergencies.
 - Encourage effective alternative fire mitigation and fighting methods that avoid adversely impacting archaeological sites while protecting sites and the land from fire.
2. Collaboration among cultural resource managers to further develop probability modeling and site identification strategies to identify likelihood of archaeological resources in areas that would be affected by floods, firefighting, fire, and drought mitigation.
 - Support survey and inventory of historic and precontact resources in areas prone to natural disaster, and/or in line for pre-emptive natural disaster mitigation.

PLANNING CYCLE: 2023–2027

PAST, PRESENT, AND FUTURE: The Montana Historic Preservation Plan 2023-2027 applies to 2023 through 2027. For each year in this 5-year cycle, its goals and objectives will form the basis for defining and prioritizing the activities of the Montana State Historic Preservation Office (SHPO), which SHPO reports on annually and makes available for comment. Other organizations are also encouraged to participate in the vision, goals, and objectives of this plan, and to report on their success.

Once approved by the National Park Service as meeting the standards and guidelines for state preservation plans, *PAST, PRESENT, AND FUTURE* will be advertised widely, posted online, and available in hard copy by request.

SHPO welcomes feedback on this plan and will discuss any among staff and with those commenting. In consultation with the National Park Service, SHPO can adjust the plan while it is active. Comments on the Plan will also initiate the process for revising the Plan at the end of its five-year cycle.

To comment on or receive a copy of *PAST, PRESENT, AND FUTURE: The Montana Historic Preservation Plan 2023-2027*, please contact SHPO at:

State Historic Preservation Office Montana Historical Society
P.O. Box 201202
Helena, MT 59620-1202
(406) 444-7715
mtshpo@mt.gov

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MONTANA HERITAGE PROPERTIES AND CONTEXT

STATE ANTIQUITIES DATABASE

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Montana Cultural Resource Annotated Bibliography System (CRABS). State Historic Preservation Office. The statewide library of reports describing efforts to identify, research and evaluate Montana's cultural resource properties, currently comprising about 32,500 mostly unpublished studies and documents, referenced by location (Township/Range/Section), properties recorded, and keywords for themes, property types and subject matter.

Montana Project, Eligibility, and Effect Register (PEER). State Historic Preservation Office. A record of federal and state compliance consultations, including findings of National Register eligibility of and effect to cultural resource properties developed in consensus between MTSHPPO and federal or state agencies. Includes Montana's buildings, structures, sites, and districts listed in the National Register of Historic Places.

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[Montana State Historic Preservation Office](#)

[Preserve Montana](#)

[National Park Service: Cultural Resources](#)

[NPS National Register of Historic Places](#)

[NPS National Historic Landmark Program](#)

[NPS Archeology and Ethnography](#)

[NPS Heritage Documentation programs \(HABS/HAER/HALS\)](#)

[NPS NAGPRA](#)

[NPS American Battlefield Protection Program \(ABPP\)](#)

[NPS National Center for Preservation Technology](#)

[NPS Heritage Preservation Services \[https://www.nps.gov/nr/preservation_links.htm\]\(https://www.nps.gov/nr/preservation_links.htm\)](#)

[NPS Preservation Tax Act/Incentives \[www.nps.gov/tps/tax-incentives.htm\]\(http://www.nps.gov/tps/tax-incentives.htm\)](#)

[NPS Preservation Planning and Strategies \[https://www.nps.gov/history/local-law/arch_stnds_1.htm\]\(https://www.nps.gov/history/local-law/arch_stnds_1.htm\)](#)

[Advisory Council on Historic Preservation \[www.achp.gov\]\(http://www.achp.gov\)](#)

[National Trust for Historic Preservation](#)

MONTANA HERITAGE PARTNERS

(see: www.mhs.mt.gov/shpo/PreservationHelp.asp)

Montana State Agencies:

[Montana Arts Council](#) (MAC)

PO Box 202201
Helena MT 59620-2201
406-444-6430

[Montana Dept. of Administration](#) (DOA)

Architecture and Engineering Division
(A&E) 1520 East Sixth Ave., Rm. 33
PO Box 200103
Helena, MT 59620-0103
406-253-4091

[Montana Dept. of Natural Resources](#)

(DNRC) Trust Lands Division
1625 11th Ave.
PO Box 201601
Helena, MT 59620-1601
406-444-2074

[Montana Dept. of Transportation](#) (MDOT)

2701 Prospect Ave.
PO Box 201001
Helena, MT 59620-1001
406-444-6201

[Montana Heritage Commission](#)

300 W. Wallace St./P.O. Box 338 Virginia
City, MT
Helena MT 59755
406-843-5247

[Montana Historical Society](#)

225 North Roberts
PO Box 201201
Helena, MT 59620-1201
406-444-2694

[Montana Main Street](#)

301 South Park Ave.
Helena, MT 59601
406.841.2756

[Montana State Historic Preservation Office](#)

Montana Historical Society
P.O. Box 201202
1301 E. Lockey St.
Helena, MT 59620-1202
406-444-7715
<http://mhs.mt.gov/Shpo>

[Montana State Parks](#)

1420 East Sixth Ave.
PO Box 200701
Helena, MT 59620
406-444-2535
www.stateparks.mt.gov/

[Museum of the Rockies](#)

600 West Kagy Boulevard
Bozeman, MT 59717
406-994-3466

[Travel Montana](#)

Montana Department of Commerce
PO Box 200533
Helena, MT 59620-0501
406-841-2870

Montana Non-Profit Organizations:

[Billings Preservation Society](#)

914 Division St.
Billings, MT 59101
406-256-5100

[Butte Citizens for Preservation and Revitalization \(Butte CPR\)](#)

PO Box 164
Butte, MT 59703

[Conrad Mansion](#)

PO Box 1041
Kalispell, MT 59903
406-755-2166

[Daly Mansion Preservation Trust](#)

PO Box 223
Hamilton, MT 59840
406-363-6004

[Humanities Montana](#)

311 Brantly
Missoula, MT 59812
406-243-6022

[Montana Archaeological Society](#)

P.O. Box 2123
Billings, MT 59103
406-994-6925

[Montana History Foundation](#)

1750 N. Washington St.
Helena, MT 59601
406-449-3770

[Museums Association of Montana](#)

PO Box 1451
Helena, MT 59624
406-444-4713

[Preservation Cascade, Inc.](#)

1409 Fourth Ave. South
Great Falls, MT 59405-2415
406-452-5492Z

[Preserve Historic Missoula](#)

201 S. Fourth St. W. #2
Missoula, MT 59806
406-820-0302

[Preserve Montana](#)

P.O. Box 101.
Helena, MT 59624
406-457-2822

[Western Heritage Center](#)

2822 Montana Avenue
Billings MT 59101
406-256-6809

Certified Local Governments

<http://mhs.mt.gov/Shpo/Communitypres>

[Anaconda-Deer Lodge County Historic Preservation Office](#)

800 S. Main Street
Anaconda MT 59711
406-563-7416

[Billings/Yellowstone County](#)

510 N. Broadway
4th Floor Parmlly Library Billings MT 59101
406-247-8622

[City of Bozeman Planning Office](#)

PO Box 1230
Bozeman MT 59771
406-582-2272

[Butte-Silver Bow County](#)

25 W Front Street
Butte MT 59701
406-497-5021

[Carbon County](#)

PO Box 881
Red Lodge MT 59068
406-446-3667

[City of Deer Lodge](#)

300 Main Street
Deer Lodge MT 59722
406-846-2070

[Great Falls/Cascade County](#)

PO Box 5021
Great Falls MT 59401
406-455-8435

Hardin/Big Horn County
10 E. Railway Street/PO Box 317
Hardin MT 59034
406-665-2137

[Havre/Hill County](#)

PO Box 500
306 Third Ave Ste 104
Havre MT 59501
406-376-3230

[Helena/Lewis & Clark County](#)

316 N Park
Helena MT 59623
406-447-8357

[Lewistown](#)

305 Watson
Lewistown MT 59457
406-535-1775

[Livingston](#)

330 Bennett
Livingston MT 59047
(406) 222-4903

[Miles City](#)

907 B Main Street
Miles City MT 59301
406-234-3090

[Missoula/Missoula County](#)

435 Ryman
Missoula MT 59802
406-258-4706

[Virginia City](#)

PO Box 35
Virginia City MT 59755
406-843-5321

Tribal Historic Preservation Offices

[Assiniboine & Sioux Tribes](#)

THPO
PO Box 1027
Fort Peck Agency Poplar, MT 59255
406-768-5155

[Blackfeet Nation Tribe](#)

[THPO](#)
PO Box 2809
Browning, MT 59417
406-338-7406

[Chippewa-Cree Tribes of the Rocky Boys THPO](#)

R.R. 1 #544
Box Elder, MT 59521
406-395-4225

[Confederated Salish & Kootenai Tribes THPO](#)

PO Box 278
Pablo, MT 59855
406-675-2700

[The Crow Tribe of Indians](#)

THPO
P.O. Box 159
Crow Agency, MT 59022
406-638-3874

[Fort Belknap Indian Community](#)

THPO
656 Agency Main Street
Harlem, MT 59526
406-353-8433

[Little Shell Chippewa Tribe](#)

Culture Committee
511 Central Ave. West
Great Falls, MT 59404
406-315-2400

[Northern Cheyenne Tribe](#)

THPO
PO Box 128
Lame Deer, MT 59043
406-477-6035

[Facebook](#)

Regional/National Preservation

[Advisory Council for Historic Preservation](#)

1100 Pennsylvania Ave. NW
Suite 809
Washington, D.C. 20004

[Bureau of Indian Affairs](#)

316 N. 26th St.
Billings, MT
406-247-7925

[Bureau of Land Management](#)

Montana State Office
5001 Southgate Drive
Billings, MT 59101
406-896-5000

[Bureau of Reclamation](#)

Great Plains Regional Office
P.O. Box 36900
Billings, MT 59107-6900
406-247-7600

[General Services Administration](#)

Rocky Mountain Region
One Denver Federal Center
Bldg. 41, Room 240 PO Box 25546
Denver, CO 80225-0546

[National Conference of SHPOs](#)

444 N. Capitol St. NW
Suite 342
Washington, D.C. 20001-1512
202-624-5465

[National Park Service](#)

12795 Alameda Pkwy
Denver, CO 80225
303-969-2500

[National Trust for Historic Preservation](#)

Mountain/Plains Region
535 16th St. Ste. 750
Denver, CO 80202
303-623-1504

[USDA Forest Service - Region One](#)

PO Box 7669
Missoula, MT 59807
406-329-3654

QUESTIONNAIRE OVERVIEW

Between May 2021 and April 2022, SHPO released a 10-question online survey to the public through social media posts; with presentations and QR code handouts at public events; with QR code fliers accompanying SHPO's annual poster mailing; via hyperlinks on staff email; and through direct appeals via phone calls to organizations in the table SHPO staff and Montana Governor Greg Gianforte's Office identified:

Local Govt. & Govt. Employees

- CLGS & Preservation Commissions
- Montana League of Cities & Towns
- Shelby, MT
- Montana Assoc. of Planners

Private Property Owners

- Subdivision applicants
- National Register property owners
- National Register sign owners
- Rehabilitation Tax Credit Applicants

Tourism & Recreational Partners

- Montana Mainstreet
- State Parks Commission
- MT Econ. Dev. Assoc
- Office of Tourism & Business Dev.
- Destination Montana
- Glacier Park Boat Company

Academic & Professional Organizations

- Montana Archaeological Society
- American Institute of Architects Montana
- Montana Society of Engineers
- Tribal Colleges (7)
- UM Anthro. Dept., History Dept.
- MSU Public History Dept.
- Montana Heritage Orchards
- Montana Stock Growers Association
- Montana Wood Products Association
- K-12 Educators (MHS O&I listserv)
- Montana Contractors Association

State Agencies & Tribal Nations

- THPOs (7)
- Montana Dept. of Transportation
- Dept. of Nat. Res. & Conservation
- Dept. of Fish, Wildlife & Parks
- Montana Heritage Commission
- Montana Dept. of Commerce
- Governor's Office
- Little Shell Culture Committee
- Intertribal Agriculture Council

Federal agencies

- U.S. Forest Service -- Region 1
- U.S. Fish & Wildlife Service
- Bureau of Land Management
- Glacier National Park
- Grand-Kohrs Ranch National Historic Site

Organizations

- Preserve Montana
- MT Hist. Soc. staff & members
- Montana Association of Museums
- Montana History Foundation
- Montana Heritage Commission
- Big Sky National Heritage Area
- Extreme History Project
- Disability Rights Montana
- Glacier National Park Conservancy
- Montana Water Resources Assoc.
- Butte-Silver Bow Archives
- Winnett ACES
- MT Water Resources Assoc.
- Butte CPR.
- MT Conserv. Dist Assoc. Members
- Montana Chamber of Commerce
- Montana Irrigation Districts (98)

SURVEY QUESTIONS

Question 1: How does the state of historic preservation in Montana compare to what it was 5 years ago?

- 1) Much better
- 2) Better
- 3) About the same
- 4) Worse
- 5) Much worse

Question 2: What do you feel is Montana's most important historic preservation issue/challenge?

Question 3: What could the Montana preservation community do to address this issue/challenge? Question

4: How effective is the Montana SHPO at promoting and facilitating preservation?

- 1) Extremely effective
- 2) Very effective
- 3) Somewhat effective
- 4) Not so effective
- 5) Not at all effective

Briefly explain:

Question 5: Give an example of a historic or archaeological property type that needs more attention.

Question 6: If you had \$100,000 to invest in historic preservation efforts each year, how might you spend it?

Question 7: To what degree does your community integrate historic preservation into economic development, growth, and sustainability planning?

- 1) Highly integrated
- 2) Somewhat integrated
- 3) Not very integrated
- 4) Not integrated at all
- 5) N/A

Briefly explain:

Question 8: The current Montana Historic Preservation Plan has the following vision statement: *Montana is a place that knows, respects, and celebrates its heritage, openly encouraging and supporting the preservation of significant historic, pre-contact, and traditional cultural properties.* How close is Montana to realizing this vision?

- 1) Vision is fully realized
- 2) Very close
- 3) Somewhat close
- 4) Not at all close

Briefly explain:

Question 9: In what city, county, and state do you reside?

Question 10: What is your relationship with preservation and how long have you been engaged with it?

- 1) Professional
- 2) History buff, volunteer, enthusiast
- 3) Other

SURVEY QUESTION RESULTS

Q1: How does the current state of historic preservation in Montana compare to what it was 5 years ago?

| | Respo nses | Percent of Total* |
|----------------|-----------------------|------------------------------|
| Much Better | 45 | 8% |
| Better | 217 | 38% |
| About the same | 261 | 46% |
| Worse | 44 | 8% |
| Much worse | 3 | 1% |

*Exceeds 100% due to rounding.

Q2: What do you feel is Montana's most important historic preservation issue/challenge?

| | Respo nses | Percent of Total |
|---|-----------------------|-----------------------------|
| Underfunded preservation efforts in the areas of administration, physical building repair, and outreach | 193 | 34% |
| Support, awareness, appreciation, and understanding of preservation's purpose, benefits, implications | 137 | 24% |
| Urban growth and rural decline causing loss of cultural landscapes | 92 | 16% |
| Need to work outside of immediate preservation community, and cultivate the next generation of preservationists | 50 | 9% |
| Incomplete survey, inventory, and evaluation of historic and precontact properties important to Montana | 44 | 8% |
| Environmental challenges of fires, floods, and drought; protecting historic places and being flexible in resiliency treatments | 17 | 3% |
| Neglect | 16 | 3% |
| Negative politics | 11 | 2% |
| Miscellaneous: ice patch archaeology, refine NAGPRA, vandalism, free access to SHPO data, fossils, preserve facades if not whole building, confusion over lead agency in Sec. 106 consultation. | 10 | 2% |

Q3: What could the Montana preservation community do to address this issue?

| Responses | | Percentage of Total |
|---|----------------------|---------------------|
| <p>Outreach in public and niche forums that broaden preservation’s audience. Reach schools, community organizations, new and lifelong community members, professionals, developers, rural landowners, land trusts, tourism entities, tribal nations, state and federal agencies</p> | <p>2 1 7</p> | 38% |
| <p>Funding and incentives that assist property owners preserving their properties and support preservation infrastructure (operations and personnel). Funding sources could include corporate sponsorship, grants, revolving funds, increased federal and state preservation tax credits.</p> | <p>1 4 9</p> | 26% |
| <p>Education through identification and recognition of places worthy of preservation, tied to local and state history using traditional and social media to reach wide audiences; and offering internships, volunteer opportunities, fellowships, and mentoring.</p> | <p>1 1 8</p> | 21% |
| <p>Political Action for more effective local preservation ordinances; more government support of preservation infrastructure; retention of and increase in federal and state preservation tax credits; preservation standards for buildings’ energy performance; and addressing Montana’s housing crisis with preservation as a component.</p> | <p>5 8</p> | 10% |
| <p>Diversity that expands preservation’s demographics to better include Montana’s tribal nations, rural people and culture, non- CLG communities, immigrant populations, and youth. Diversity also means broadening Montana’s historic narrative to reflect people who left little to no written record of their time in Montana.</p> | <p>2 4</p> | 4% |
| <p>Miscellaneous: Conduct oral histories, establish a most-endangered buildings list, establish efficiencies at SHPO, and store fossils.</p> | <p>4</p> | 1% |

Q4: How effective is the Montana SHPO at promoting and facilitating preservation?

| Responses | | Percentage of Total |
|----------------------|----|----------------------------|
| Extremely effective | 43 | 8% |
| Very effective | 18 | 33% |
| | 7 | |
| Somewhat effective | 28 | 50% |
| | 6 | |
| Not so effective | 45 | 8% |
| Not at all effective | 9 | 2% |

Q5: Give one example of the type of historic or archaeological property that needs more attention in terms of preservation.

| Responses | | Percentage of Total |
|--|----|----------------------------|
| Commercial Buildings | 94 | 16% |
| Civic/Institutional (museums, courthouses, fraternal lodges, schools, libraries, firehouses) | 68 | 12% |
| Rural Buildings (homesteads, barns, grain elevators) | 57 | 10% |
| Traditional Cultural Properties and Ethnobotanical | 57 | 10% |
| Ghost Towns | 51 | 9% |
| Landscapes (parks, battlefields, cemeteries, agricultural) | 46 | 8% |
| “Buildings” | 40 | 7% |
| Pre-Contact Archaeology (stone alignments, rock art) | 40 | 7% |
| Industrial Places (mines, railroad, mills, logging, tie plant) | 34 | 6% |
| Residential | 29 | 5% |
| Small Towns | 22 | 4% |
| Transportation Routes (pre-railroad) | 11 | 2% |
| Bridges | 11 | 2% |
| Modernist Era (Post-War, Modernism, Cold War) | 5 | 1% |
| Churches | 5 | 1% |

Q6: If you had \$100,000 more to invest in improving historic preservation each year, how might you spend it? (e.g. projects, programs, studies, staff, marketing, donation, etc. – for whom and what?)

| Responses | | Percentage of Total |
|--|-----|----------------------------|
| Building Preservation (grants, loans) | 209 | 37% |
| Education (promotional materials, programs, training) | 177 | 30% |
| Staff (State, Tribal Nations, local govt., skilled preservationists, site monitors) | 61 | 11% |
| Landscapes (native and/or medicinal plants, grazing, state parks, cemeteries) | 58 | 10% |
| Studies & Planning (demonstrate preservation’s economic vitality, preliminary architecture reports) | 36 | 6% |
| Survey and Inventory (places of Tribal Nation interest, 3D scans and drone imagery, NR nominations, ice patch archaeology, small towns, historic contexts) | 32 | 6% |
| SHPO database | 1 | .2% |
| Fundraising | 1 | .2% |

Q7: To what degree does your community integrate historic preservation into economic development, growth, and sustainability planning?

| Responses | | Percentage of Total |
|-----------------------|-----|----------------------------|
| Highly integrated | 63 | 11% |
| Somewhat integrated | 207 | 36% |
| Not very integrated | 199 | 34% |
| Not integrated at all | 70 | 12% |
| N/A | 38 | 7% |

Q8: The current Montana Historic Preservation Plan (2018-2022) has the following vision statement: *Montana is a place that knows, respects, and celebrates its heritage, openly encouraging and supporting the preservation of significant historic, pre-contact, and traditional cultural properties.* How close do you think Montana is to realizing this vision?

| | Responses | Percentage of Total |
|--------------------------|------------------|----------------------------|
| Vision is fully realized | 10 | 2% |
| Very close | 125 | 22% |
| Somewhat close | 340 | 60% |
| Not at all close | 95 | 16% |

Q9: In which county do you live?

Forty-eight (48) out of 56 Montana counties are represented; 12 states; and 6 unidentified locales. Counties without participants include Mineral, Pondera, Liberty, Wheatland, Treasure, Rosebud, McCone, and Sheridan. Lewis & Clark County had the most responses with 105 (18%), followed by Gallatin County with 49 (9%) and Missoula County with 44 (8%).

Q 10: In terms of preservation, you are a:

| | Responses | Percentage of Total |
|--------------|------------------|----------------------------|
| History Buff | 382 | 67% |
| Professional | 176 | 31% |
| Other | 12 | 2% |

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